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ABSTRACT

The Balanced and Restorative Justice Model (BARJ) outlines an alternative philosophy, "restorative justice," and a new mission that requires juvenile justice professionals to devote attention to enabling offenders to make amends to their victims and the community, increasing offender competencies, and protecting the public through processes in which victims, the community, and offenders all participate. This document is intended to assist juvenile justice professionals in implementing a BARJ approach in their work. It contains practical information and tools to enable professionals to implement the model and criteria by which practitioners can judge practice in terms of BARJ principles. The guide also contains concrete examples and case studies to assist juvenile justice professionals at all levels in examining how their roles can change to promote a balanced and restorative approach to juvenile justice. Three appendixes list sources for additional information, describe the program of Deschutes County, Oregon, and present a sample offender disposition from Deschutes County. (SLD)

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U.S. Department of Justice
Office of Justice Programs
Office of Juvenile Justice and Delinquency Prevention

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Implementing the Balanced and Restorative Justice Model

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OJDP Report

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Office of Juvenile Justice and Delinquency Prevention

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was established by the President and Congress through the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, Public Law 93–415, as amended. Located within the Office of Justice Programs of the U.S. Department of Justice, OJJDP's goal is to provide national leadership in addressing the issues of juvenile delinquency and improving juvenile justice.

OJJDP sponsors a broad array of research, program, and training initiatives to improve the juvenile justice system as a whole, as well as to benefit individual youth-serving agencies. These initiatives are carried out by seven components within OJJDP, described below.

Research and Program Development Division develops knowledge on national trends in juvenile delinquency; supports a program for data collection and information sharing that incorporates elements of statistical and systems development; identifies how delinquency develops and the best methods for its prevention, intervention, and treatment; and analyzes practices and trends in the juvenile justice system.

Training and Technical Assistance Division provides juvenile justice training and technical assistance to Federal, State, and local governments; law enforcement, judiciary, and corrections personnel; and private agencies, educational institutions, and community organizations.

Special Emphasis Division provides discretionary funds to public and private agencies, organizations, and individuals to replicate tested approaches to delinquency prevention, treatment, and control in such pertinent areas as chronic juvenile offenders, community-based sanctions, and the disproportionate representation of minorities in the juvenile justice system.

State Relations and Assistance Division supports collaborative efforts by States to carry out the mandates of the JJDP Act by providing formula grant funds to States; furnishing technical assistance to States, local governments, and private agencies; and monitoring State compliance with the JJDP Act.

Information Dissemination Unit informs individuals and organizations of OJJDP initiatives; disseminates information on juvenile justice, delinquency prevention, and missing children; and coordinates program planning efforts within OJJDP. The unit's activities include publishing research and statistical reports, bulletins, and other documents, as well as overseeing the operations of the Juvenile Justice Clearinghouse.

Concentration of Federal Efforts Program promotes interagency cooperation and coordination among Federal agencies with responsibilities in the area of juvenile justice. The program primarily carries out this responsibility through the Coordinating Council on Juvenile Justice and Delinquency Prevention, an independent body within the executive branch that was established by Congress through the JJDP Act.

Missing and Exploited Children's Program seeks to promote effective policies and procedures for addressing the problem of missing and exploited children. Established by the Missing Children's Assistance Act of 1984, the program provides funds for a variety of activities to support and coordinate a network of resources such as the National Center for Missing and Exploited Children; training and technical assistance to a network of 47 State clearinghouses, nonprofit organizations, law enforcement personnel, and attorneys; and research and demonstration programs.

The mission of OJJDP is to provide national leadership, coordination, and resources to prevent juvenile victimization and respond appropriately to juvenile delinquency. This is accomplished through developing and implementing prevention programs and a juvenile justice system that protects the public safety, holds juvenile offenders accountable, and provides treatment and rehabilitative services based on the needs of each individual juvenile.

Guide for Implementing the Balanced and Restorative Justice Model

Report

Shay Bilchik, Administrator
Office of Juvenile Justice and Delinquency Prevention

December 1998

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The Balanced and Restorative Justice Project is supported by a grant from the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to Florida Atlantic University and is a joint project of the Center for Restorative Justice & Mediation at the University of Minnesota School of Social Work and Florida Atlantic University. This document was prepared under grant number 95–JN–FX–0024.

Points of view or opinions expressed in this document are those of the authors and do not necessarily represent the official position or policies of OJJDP or the U.S. Department of Justice.

The Office of Juvenile Justice and Delinquency Prevention is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, and the Office for Victims of Crime.

Foreword

America has made great strides in developing an effective youth policy—thanks, in large measure, to juvenile justice and other youth service professionals who are using what works, developing new approaches, and applying research and evaluation information to control juvenile crime and improve our juvenile justice system.

OJJDP's Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders provides an overarching approach to addressing juvenile crime and victimization. The Strategy emphasizes prevention and early intervention and the development of a system of graduated sanctions that holds youth accountable and protects communities.

The Balanced and Restorative Justice (BARJ) Model is an effective tool for achieving youth accountability and enhancing community safety. BARJ can be used to combat delinquency in your State, county, or city. The three priorities of BARJ—public safety, accountability, and competency development—recognize both victim and offender restoration as critical goals of community justice. Achieving these goals leads to improved quality of life and increased safety for individuals and communities alike.

The *Guide for Implementing the Balanced and Restorative Justice Model* is the result of years of collaborative efforts by OJJDP's BARJ Project and juvenile justice professionals across the Nation, and will serve as a valuable resource for those seeking to carry out this constructive approach.

Shay Bilchik
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Acknowledgments

The *Guide for Implementing the Balanced and Restorative Justice Model* is the result of 5 years of joint development, training, and technical assistance efforts by the Balanced and Restorative Justice (BARJ) Project and juvenile justice professionals throughout the United States. The BARJ Project team has learned much from the many juvenile justice practitioners who have been willing to take risks, try new approaches, and test the ideas of the BARJ approach in daily work. The BARJ team members are indebted to those practitioners who have joined them in walking down the learning path.

Assistance in producing this *Guide* has been provided by Jane Johncox, Dakota County, MN; Susan Day, West Palm Beach, FL; and Deborah Brockman Galvin, Deschutes County, OR. Numerous juvenile justice professionals from BARJ Project demonstration sites and other innovative jurisdictions across the United States, Canada, and Great Britain provided information about their programs and processes. Juvenile justice professionals, victim advocates, and policymakers who reviewed the material and made valuable comments include Sandy Duncan, Stephanie Haider, George Kinder, Bruce Kittle, Anne McDiarmid, Carolyn McLeod, Jim Moeser, Caroline Nicholl, Brenda Urke, Maddy Wenger, and Earl Wright. Lillian Abelson gathered information about resources, practices, and program examples, and Robert Schug provided word processing assistance and supported the preparation of this document.

Balanced and Restorative Justice Project

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Table of Contents

Foreword iii

Acknowledgments v

Tables and Figures x

About the Balanced and Restorative Justice Project xi

Introduction 1

- Purpose of This Document 1
- Overview of the Balanced and Restorative Justice Project 3

Balanced and Restorative Justice Philosophy 5

- Principles of Restorative Justice 5
- The Restorative Justice Vision 5
- The Balanced Approach Mission 5
- Transforming the Current Juvenile Justice System Into a More Restorative Model 6
- Getting Started: Steps in Organizational Change 7

Balanced and Restorative Justice Practice: Accountability 9

- Characteristics of Restorative Accountability Strategies 9
- Restorative Accountability Practice Definitions 10
- Promising Programs: Accountability 11
- Common Problems in Choosing Accountability Strategies 15
- Recommended Participants for Implementation 15
- Roles for Juvenile Justice Professionals 16
- Expected Outcomes 16
- Benefits to Juvenile Justice Professionals 16
- Guiding Questions for Juvenile Justice Professionals 17

Balanced and Restorative Justice Practice: Competency Development 19

- Characteristics of Restorative Competency Development 19
- Restorative Competency Development Practice Definitions 21
- Promising Programs: Competency Development 22
- Common Problems in Competency Development Programming 25

Recommended Participants for Implementation 25
Roles for Juvenile Justice Professionals 25
Expected Outcomes 26
Benefits to Juvenile Justice Professionals 26
Guiding Questions for Juvenile Justice Professionals 26

Balanced and Restorative Justice Practice: Community Safety 27
Characteristics of Restorative Community Safety 27
Restorative Community Safety Practice Definitions 29
Juvenile Offender-Focused Community Safety Practice: Graduated Community-Based Surveillance 29
Community-Focused Community Safety Practice 30
Promising Programs: Community Safety 31
Common Problems in Choosing Community Safety Strategies 32
Recommended Participants for Implementation 33
Roles for Juvenile Justice Professionals 33
Expected Outcomes 33
Benefits to Juvenile Justice Professionals 33
Guiding Questions for Juvenile Justice Professionals 34

Putting the Pieces Together 35
Weaving the Strands of Accountability, Competency Development, and Community Safety 35
Balanced and Restorative Justice in Practice 35

Role Changes in Balanced and Restorative Justice 39
New Roles for Victims, Communities, Juvenile Offenders, and Juvenile Justice Professionals 39
Changing Decisionmaking Roles: New Options 39
Skills and Knowledge Needed by the Juvenile Justice Professional 40
Juvenile Justice Professional Role-Change Examples 40
Juvenile Justice Professionals Engaging the Community 40
Identification and Involvement of Key Stakeholders 42
Long-Term Prevention Activities 42
Creation of Partnerships for Prevention 42
A Change in Countywide Systems Toward Restorative Justice 43
A Move From Community "Corrections" to Community "Justice" 44
Community Policing: Solving Problems 45

Getting Help: Strategies for Involving Stakeholders 47
Guiding Principles 47

Measuring Outcomes 51
Guiding Questions for Measuring Outcomes for Individual Dispositions 51
Guiding Questions for Measuring Outcomes for the Juvenile Justice System 51
Balanced and Restorative Justice Practice Tools 53
Quality Restorative Justice Practice 53
Grounding Interventions in Key Restorative Justice Values 53
Community Justice Officer Position Description 53
Sample Disposition 56
Balanced and Restorative Justice Case Management Guide 56
Case Studies That Demonstrate Change Toward a Balanced and Restorative Justice Model 59
Dakota County Community Corrections, Dakota County, MN: Organizational Change 59
Overview of the Dakota County Restorative Justice Effort 59
Dakota County Within the Context of the Larger Balanced and Restorative Justice Effort 60
Organizational Change: Eliciting Staff Support 61
Implications for Other Jurisdictions 62
Department of Juvenile Justice, Palm Beach County, FL: Expanding the Victim Component 62
Overview of the Palm Beach County Restorative Justice Effort 62
Palm Beach County Within the Context of the Larger Balanced and Restorative Justice Effort 62
Case Study: Expanding the Victim Component 63
Implications for Other Jurisdictions 64
Community Intensive Supervision Project (CISP), Allegheny County Juvenile Court Services, Pittsburgh, PA: Involvement of the Community 64
Overview of CISP 64
CISP Within the Context of the Larger Balanced and Restorative Justice Effort 65
CISP Strengths Related to the Balanced and Restorative Justice Approach 65
Case Study: Building Links With Neighborhoods and Community Residents 66
Implications for Other Jurisdictions 67
Bumps in the Road: Issues and Challenges 67
Appendixes
Appendix A: For More Information A–1
Appendix B: Deschutes County Department of Community Justice Position Description B–1
Appendix C: Sample Disposition C–1

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Tables and Figures

Tables

Table 1 Key Competencies 20

Table 2 Differences Between Individual Treatment and Competency Development Practices 21

Table 3 Range of Community Safety Interventions for Use by Juvenile Justice Professionals 28

Table 4 Weaving the Strands Together 37

Table 5 New Roles in the Balanced and Restorative Justice Model 41

Table 6 Quality of Restorative Justice Practice Continuum 54

Table 7 Balanced and Restorative Justice Case Management Guide 56

Figure

Figure 1 The Balanced Approach 6

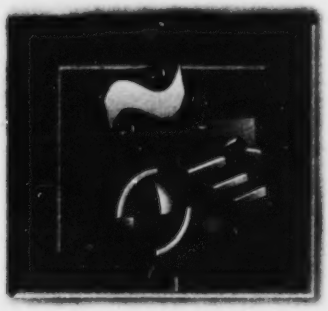
About the Balanced and Restorative Justice Project

The Balanced and Restorative Justice (BARJ) Project began as a national initiative of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in 1993 through a grant to Florida Atlantic University (FAU). In 1994, FAU developed a partnership arrangement with the Center for Restorative Justice & Mediation through a subcontract with the University of Minnesota. The goals of the project are to provide training and technical assistance and develop a variety of written materials to inform policy and practice pertinent to the balanced approach mission and restorative justice.

The *Guide for Implementing the Balanced and Restorative Justice Model* is part of a series of policy and practice monographs and training materials for the field. Other publications in the series include:

- *Balanced and Restorative Justice,* Program Summary (1995) (available through NCJRS).
- *Balanced and Restorative Justice for Juveniles: A Framework for Juvenile Justice in the 21st Century* (published for OJJDP by the Balanced and Restorative Justice Project).
- *Balanced and Restorative Justice Project Training Guide* (published for OJJDP by the Balanced and Restorative Justice Project).

Balanced and Restorative Justice Report Cover Design



This Report's cover design features three unique abstract icons created to symbolize the three major conceptual components of the philosophical framework for balanced and restorative justice (BARJ): accountability, competency development, and community safety. The icon that represents *accountability* shows balance; for example, a negative action on the part of an offender is balanced by a positive response from coparticipant implementors of the BARJ approach. The icon for *competency development* shows steps leading upward, a positive direction that represents self-improvement on the part of the offender. The icon for *community safety* symbolizes protection, which is represented by the two shielding elements that surround an interior sphere.

Introduction

The debate over the future of the juvenile court and the juvenile justice system has historically been between proponents of a retributive, punitive philosophy and advocates of the traditional individual treatment mission. Both approaches have failed to satisfy basic needs of individual crime victims, the community, and juvenile offenders.

The Balanced and Restorative Justice (BARJ) Model outlines an alternative philosophy, restorative justice, and a new mission, "the balanced approach," which requires juvenile justice professionals to devote attention to:

- Enabling offenders to make amends to their victims and community.
- Increasing offender competencies.
- Protecting the public through processes in which individual victims, the community, and offenders are all active participants.

The BARJ Model responds to many issues raised by the victims' movement, including concerns that victims have little input into the resolution of their own cases, rarely feel heard, and often receive no restitution or expression of remorse from the offender.

The balanced approach is based on an understanding of crime as an act against the victim and the community, which is an ancient idea common to tribal and religious traditions of many cultures. Practitioners have used techniques consistent with this approach for years; however, they have lacked a coherent philosophical framework that supports restorative practice and provides direction to guide all aspects of juvenile justice practice. The BARJ Model provides an overarching vision and guidance for daily decisions.

Juvenile justice professionals, including probation and parole officers, prosecutors, judges, case managers, and victim advocates, recognize the need for juvenile justice system reform. People who work on the front lines of the system are faced daily with the frustration of seeing growing numbers of young people involved in criminal behavior, youth who leave the system with little hope for real change, and countless crime victims and community members who are left out of the process. That frustration has inspired many of these professionals to work toward changing organizational culture, values, and programs to reflect a more balanced and restorative approach to juvenile justice.

The BARJ Model is a vision for the future of juvenile justice that builds on current innovative practices and is based on core values that have been part of most communities for centuries. It provides a framework for systemic reform and offers hope for preserving and revitalizing the juvenile justice system.

Implementation must begin with consensus building among key stakeholders and testing with small pilot projects to develop the model. This evolutionary process can build on existing programs and practices that reflect restorative justice principles, such as victim-offender mediation, family group conferencing, community service, restitution, and work experience.

Purpose of This Document

This document is intended to assist juvenile justice professionals in implementing a BARJ approach in their work. The BARJ mission includes attention to each of three components:

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- Accountability.
- Competency development.
- Community safety.

For each of these three components, the *Guide for Implementing the Balanced and Restorative Justice Model* outlines:

- Key characteristics of appropriate practices.
- Promising practice examples, including practice definitions and existing programs.
- Common problems faced in attempting to implement the model.
- Possible allies for implementation.
- Roles for juvenile justice professionals.
- Expected outcomes.
- Benefits to juvenile justice professionals.
- Guiding questions.

Appendix A to this Report includes key resources that expand upon each of the above variables as they relate to each of the three BARJ components of accountability, competency development, and community safety.

The *Guide* presents practical information and tools to enable juvenile justice professionals to implement the BARJ philosophy and mission. The information in this document is based on the experience of juvenile justice practitioners in several BARJ Project pilot sites and in other jurisdictions where this new vision for juvenile justice has inspired experimentation and testing of new ideas.

The document is a guide only, not a prescription. There is no single "right way" to implement the BARJ Model. Within the general principles and values of restorative justice, implementation may vary based on local resources, traditions, and culture. The process of change toward a balanced and restorative system is one of continual learning and assessment.

The BARJ approach is a way of thinking about how the community responds to crime, not a set of directions. Because practitioners know their own communities and are aware of local resources, values, and cultures, they are the experts in determining how to apply these ideas within their own jurisdictions in collaboration with other stakeholders.

Once the BARJ goals and objectives are understood, practitioners can assess where the greatest opportunities are for taking the first steps. Moving toward a BARJ system is an evolutionary process, taken one step at a time. Local conditions will dictate which first step has the greatest probability of success on which to build further steps.

The *Guide* provides criteria by which practitioners can judge current or proposed practice in terms of BARJ principles. It also provides examples of appropriate programs and practices. However, these examples can never be definitive, because creative practitioners and communities are continually devising new strategies for achieving BARJ goals.

To effectively evaluate any new or existing practice, practitioners must understand the guiding values of the approach and be familiar with the characteristics of interventions that adhere to restorative justice values. It is not sufficient to know just technique. Practitioners must also understand underlying values and principles.

For a more indepth discussion of the underlying theoretical concepts, see *Balanced and Restorative Justice* (Program Summary), *Balanced and Restorative Justice for Juveniles: A Framework for Juvenile Justice in the 21st Century*, and *Balanced and Restorative Justice Project Training Guide*.

This document provides concrete examples to assist juvenile justice professionals at all levels in examining how their roles can change to facilitate greater victim involvement, community partnerships, and positive development for offenders. For example, probation officers can work more directly with victims of crime by coordinating a victim-offender mediation program. Judges can share decisionmaking with the community by supporting community panels to hear cases. Police officers can collaborate with schools and community members to help set up positive community

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service projects that allow offenders the opportunity to build valuable competencies. Victim advocates can work with juvenile justice professionals to set up victim impact panels.

The information in this document is intended to stimulate the reader's thinking and to assist in the journey of continual discovery of new possibilities for a balanced and restorative response to crime. Readers are encouraged to use the *Guide's* framework to design new programs and processes that fit their individual environments.

Overview of the Balanced and Restorative Justice Project

In its 4-year history, the BARJ Project has provided assistance to numerous juvenile justice systems and professionals across the country. Training and technical assistance have been provided in numerous State and local jurisdictions across the United States.

The BARJ Model is gaining support in communities and juvenile justice systems nationwide. A dozen States have balanced approach or restorative justice legislation, another half dozen are reviewing bills that would change their juvenile justice codes, and numerous States and local jurisdictions have adopted restorative justice policies.

Project monographs and other materials have found their way into policy documents at the State level. The importance of this legislation and policy is that it sends a message to local practitioners already interested in implementing restorative justice, giving them a green light to proceed with implementation of these ideas.

Although the scope of the BARJ effort is national, to ensure that all training and technical assistance material was grounded in real-world practice, three primary jurisdictions were chosen that were willing to demonstrate the BARJ Model in their local systems. For the past 3 years, the BARJ Project has targeted developmental assistance toward these three demonstration sites—Palm Beach County, FL; Dakota County, MN; and Allegheny County (Pittsburgh), PA. Each site has received technical assistance visits, written material, and training both on and offsite. Recently, the project has supported exchanges between managers and senior staff in various jurisdictions that have allowed information sharing between sites. For the past 2 years, the project has also funded a part-time coordinator for each demonstration effort. These individuals have been instrumental in coordinating training, developing local policy and new programs, attracting grant funds for program demonstration, and providing outreach to community and crime victim groups. Each jurisdiction has made measurable progress in moving toward the restorative vision of a balanced approach to community justice.

Balanced and Restorative Justice Philosophy

The foundation of restorative juvenile justice practice is a coherent set of values and principles, a guiding vision, and an action-oriented mission.

Principles of Restorative Justice

- Crime is injury.
- Crime hurts individual victims, communities, and juvenile offenders and creates an obligation to make things right.
- All parties should be a part of the response to the crime, including the victim if he or she wishes, the community, and the juvenile offender.
- The victim's perspective is central to deciding how to repair the harm caused by the crime.
- Accountability for the juvenile offender means accepting responsibility and acting to repair the harm done.
- The community is responsible for the well-being of all its members, including both victim and offender.
- All human beings have dignity and worth.
- Restoration—repairing the harm and rebuilding relationships in the community—is the primary goal of restorative juvenile justice.
- Results are measured by how much repair was done rather than by how much punishment was inflicted.
- Crime control cannot be achieved without active involvement of the community.
- The juvenile justice process is respectful of age, abilities, sexual orientation, family status, and diverse cultures and backgrounds—whether racial, ethnic, geographic, religious, economic, or other—and all are given equal protection and due process.

The Restorative Justice Vision

- Support from the community, opportunity to define the harm experienced, and participation in decisionmaking about steps for repair result in increased victim recovery from the trauma of crime.
- Community involvement in preventing and controlling juvenile crime, improving neighborhoods, and strengthening the bonds among community members results in community protection.
- Through understanding the human impact of their behavior, accepting responsibility, expressing remorse, taking action to repair the damage, and developing their own capacities, juvenile offenders become fully integrated, respected members of the community.
- Juvenile justice professionals, as community justice facilitators, organize and support processes in which individual crime victims, other community members, and juvenile offenders are involved in finding constructive resolutions to delinquency.

The Balanced Approach Mission

Figure 1 is a graphic representation of the balanced approach mission.

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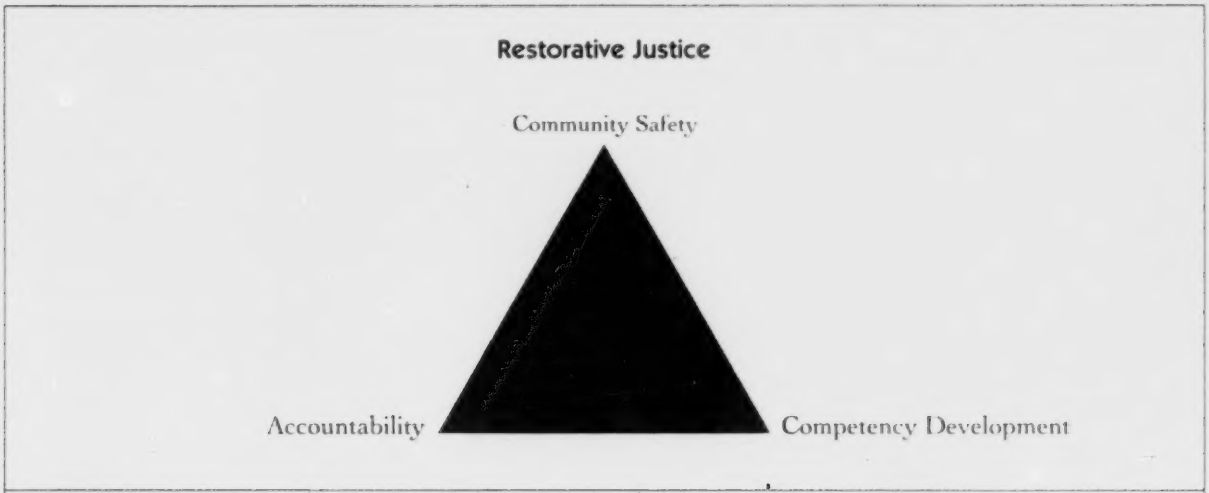
Figure 1. The Balanced Approach



Clients/Customers	Goals	Values
Victims	Accountability	When an individual commits an offense, the offender incurs an obligation to individual victims and the community.
Youth	Competency development	Offenders who enter the juvenile justice system should be more capable when they leave than when they entered.
Community	Community safety	Juvenile justice has a responsibility to protect the public from juveniles in the system.

Adapted from Maloney, D., Romig, D., and Armstrong, T. 1998. *Juvenile Probation: The Balanced Approach.* Reno, NV: National Council of Juvenile and Family Court Judges.

Transforming the Current Juvenile Justice System Into a More Restorative Model

Juvenile justice professionals have the power to transform juvenile justice into a more balanced and restorative justice system. By developing new roles, setting new priorities, and redirecting resources, juvenile justice professionals can:

- Make needed services available for victims of crime.
- Give victims opportunities for involvement and input.
- Actively involve community members, including individual crime victims and offenders, in making decisions and carrying out plans for resolving issues and restoring the community.
- Build connections among community members.
- Give juvenile offenders the opportunity and encouragement to take responsibility for their behavior.
- Actively involve juvenile offenders in repairing the harm they caused.
- Increase juvenile offenders' skills and abilities.

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Getting Started: Steps in Organizational Change

The new roles and daily practices for juvenile justice professionals described in this *Guide* will be most effective if implemented as a part of comprehensive systemic change in juvenile justice. System-level leadership in organizational change will set the climate for line staff commitment to a new vision.

At the most general level, jurisdictions implementing the model need to:

- Develop consensus around common goals and performance objectives of the balanced approach mission.
- Assess current practices and policies for consistency with those goals and objectives.
- Establish action steps and benchmarks for gauging progress and ensuring movement toward the goals and objectives.
- Begin using the mission actively each day to guide decisions.

To accomplish significant reform, the BARJ Model must be understood as an alternative that replaces, rather than adds to, existing practices and policies. BARJ is a framework for strategic planning rather than a new service or program.

The following is a list of key activities that jurisdictions find necessary for implementing their desired system reforms toward a more balanced and restorative justice model:

- Identify the stakeholders in the work of juvenile justice.
- Involve representatives of the stakeholders in all planning.
- Assess the current status of the agency with respect to BARJ policies and practices by asking:
  - ◇ How are resources spent?
  - ◇ What are the current performance outcomes for agency intervention?
  - ◇ Who benefits (victims, community members, juvenile offenders, juvenile justice professionals)?
  - ◇ How do staff spend their time?
  - ◇ What are community perceptions about juvenile justice?
  - ◇ What are victim perceptions about juvenile justice?
  - ◇ Who has input into disposition decisions?
  - ◇ What is the level of community involvement in the juvenile justice process?
  - ◇ What factors determine case handling?
- Identify discrepancies between current practices and BARJ goals and objectives.
- Identify the most promising opportunities for change.
- Set specific goals based on the information you have gathered.
- Create an ongoing advisory process involving stakeholders.
- Measure results.
- Modify plans periodically based on results.

Changes in practice must go hand in hand with changes in the value system. Implementing this new approach will be evolutionary, and some practices will look similar on the surface but will be guided by different values. Consequently, it is essential that policy and practice be tested against restorative values on a regular basis.

Frequently referring to and reflecting on the overall vision will assist in keeping changes on track. It is also important that specific implementation plans be developed at the grassroots level through a community-based process that engages all stakeholders.

There is no single blueprint for this model. For change to be meaningful, implementation of the BARJ approach should be guided by the needs of each jurisdiction and its community members. Implementation may appear different in different jurisdictions, but if the process of planning and implementation is closely tied to the restorative framework, common values will be reflected, leading to similar outcomes.

Balanced and Restorative Justice Practice: Accountability

The BARJ Model defines accountability as taking responsibility for your behavior and taking action to repair the harm. Accountability in the BARJ Model takes different forms than in the traditional juvenile justice system. Accountability in most juvenile justice systems is interpreted as punishment or adherence to a set of rules laid down by the system. However, neither being punished nor following a set of rules involves taking full responsibility for behavior or making repairs for the harm caused. Punishment and adherence to rules do not facilitate moral development at a level that is achieved by taking full responsibility for behavior.

Taking full responsibility for behavior requires:

- Understanding how that behavior affected other human beings (not just the courts or officials).
- Acknowledging that the behavior resulted from a choice that could have been made differently.
- Acknowledging to all affected that the behavior was harmful to others.
- Taking action to repair the harm where possible.
- Making changes necessary to avoid such behavior in the future.

In the BARJ Model, accountability goals are often met through the process itself as much as through actions decided by the process. To be accountable for behavior is to answer to individuals who are affected by the behavior. Face-to-face meetings with community members or victims in which an offender takes responsibility and hears about the impact on others constitute significant forms of accountability.

To fully acknowledge responsibility for harm to others is a painful experience. It is, however, a process that opens up the opportunity for personal growth that may reduce the likelihood of repeating the harmful behavior. It is difficult to accept full responsibility for harming others without a support system in place and a sense that there will be an opportunity to gain acceptance in the community. Therefore, accountability and support must go hand in hand.

> *Support without accountability leads to moral weakness. Accountability without support is a form of cruelty.*
>
> —Stan Basler
> Oklahoma Conference of Churches

Characteristics of Restorative Accountability Strategies

Strategies that lead to restorative accountability goals:

- Focus on repair of harm to the victim.
- Provide a process for making amends to the community.
- Provide a process for greater understanding of how the incident affected others.
- Offer a meaningful way for the juvenile to take responsibility for the actions.
- Encourage apology or expressions of remorse.
- Involve the victim and the community in determining the accountability measures.

Restorative Accountability Practice Definitions

- **Victim-Offender Mediation and Dialogue.** Victim-offender mediation/dialogue is a process that provides interested victims of property crimes and minor assaults with the opportunity to meet the juvenile offender in a safe and structured setting. The goal of victim-offender mediation is to hold the juvenile offender directly accountable for his or her behavior while providing important assistance to the victim.

  With the help of a trained mediator (usually a community volunteer), the victim is able to tell the juvenile offender how the crime affected him or her, to receive answers to questions, and to be directly involved in developing a restitution plan.

  The juvenile offender is able to take direct responsibility for his or her behavior, to learn of the full impact of the behavior, and to develop a plan for making amends to those violated. Cases can be referred both pre- and postadjudication.

  A written restitution agreement or plan is usually generated during the mediation but is secondary to discussion of the full impact of the crime on those affected, often in the presence of the juvenile offender's parents.

  These types of programs may be called "victim-offender meeting," "victim-offender conferencing," or "victim-offender reconciliation" programs.

- **Family Group Conferencing.** Based on traditions of the Maori of New Zealand, a family group conference is a meeting of the community of people who are most affected by a crime or harmful behavior. The conferences are coordinated by trained facilitators. The victim, the juvenile offender, and the victim's and offender's families and friends participate. All have the opportunity to speak about how the crime has affected their lives. Other affected community members may also be involved. The purpose of the meeting is to decide, as a group, how the harm will be repaired by the offender. The meeting may occur before or after sentencing or as an alternative to going through the traditional juvenile justice system.

- **Peacemaking Circles.** A peacemaking circle is a community-directed process, in partnership with the juvenile justice system, for developing consensus on an appropriate disposition that addresses the concerns of all interested parties. Peacemaking circles use traditional circle ritual and structure from Native-American culture. They create a respectful space in which all interested community members, victim, victim supporters, offender, offender supporters, judge, prosecutor, defense counsel, police, and court workers can speak from the heart in a shared search for understanding of the event and to identify the steps necessary to assist in healing all affected parties and prevent future occurrences.

  Circles typically involve a multistep procedure, including application by the offender to the circle process, a healing circle for the victim, a healing circle for the offender, a disposition circle to develop consensus on the elements of a disposition agreement, and followup circles to monitor progress of the offender. The disposition plan may incorporate commitments by the system, community, family members, and the offender.

- **Financial Restitution to Victims.** Restitution is technically the return of goods or money stolen or the repair of damaged property. Financial restitution is an attempt to repay or restore to the victim the value of what was lost. Victims must be directly involved in determining the amount of losses.

- **Personal Services to Victims.** Personal services to victims are services provided directly to victims, such as house repairs, lawnwork, and seasonal chores. Personal services can strongly reinforce personal accountability for juvenile offenders by making them responsible directly to victims. It is the victim's right to choose whether a juvenile offender will perform personal service.

- **Community Service.** Community service is productive work performed by juvenile offenders that benefits communities, such as equipment repairs in parks, winterizing homes for the elderly, and other

upkeep, repair, and maintenance projects. Often, community service projects enhance conditions for the less fortunate in communities.

Restorative community service provides an opportunity for the juvenile offender to make amends to the community in a way that is valued by the community. When the community work service experience allows youth to create new, positive relationships with members of the community, the fabric of the community is strengthened. The process also works to increase the juvenile offender's investment in the community. Successful community work service helps to change the juvenile offender's negative view of the community to a positive one.

Community members and the offender recognize the offender's capacity to contribute to the general well-being of the community. Community work service must have personal meaning to both the community and the youth performing it. The best examples are projects that use youth as mentors, resources, leaders, and interactive community members. Whenever possible, crime victims should be asked about what specific type of community service the offender should perform (i.e., their choice of a particular charity, church, or agency that is important to them).

- **Written or Verbal Apology to Victims and Other Affected Persons.** An apology is a written or verbal communication to the crime victim and the community in which a juvenile offender accurately describes the behavior and accepts full responsibility for the actions.

- **Victim or Community Impact Panels.** These panels are forums that offer victims and other community members the opportunity to describe their experiences with crime to juvenile offenders. Participants talk with juvenile offenders about their feelings and how the crime has affected their lives. Panels may be conducted in the community or in residential facilities and may meet several times to help offenders better understand the full human impact of crime in communities.

- **Community or Neighborhood Impact Statements.** These statements drafted by community members provide an opportunity for citizens whose lives are affected by crime to inform the court, community reparative board, or offender how crimes affect the community's quality of life. Community impact statements have been used in crimes that are thought of as victimless, such as drug offenses.

- **Victim Empathy Groups or Classes.** The victim empathy class is an educational program designed to teach offenders about the human consequences of crime. Offenders are taught how crime affects the victim and the victim's family, friends, and community, and how it also affects them and their own families, friends, and communities. A key element of the classes is the direct involvement of victims and victim service providers. They tell their personal stories of being victimized or of helping victims to reconstruct their lives after a traumatic crime.

Promising Programs: Accountability

- **Institute for Conflict Management; Orange, CA.** The Institute for Conflict Management is sponsored by the St. Vincent de Paul Society, a church-related and community-based social service agency. Prior to bringing a victim and offender together, a mediator meets separately with each party to listen to each story, explain the process, and invite participation. During the mediation session, the victim and offender discuss the crime and its impact on their lives. They devise a plan for the offender to make amends.

  This program began in 1989 as a relatively small program. Today, it represents the largest victim-offender mediation program in North America. Recently, the program received a county grant for more than $300,000 to divert more than 1,000 juvenile offenders from an overcrowded court system.

  The program provides 30 to 40 hours of classroom training for community volunteers who serve as mediators. An evaluation by Neimeyer and Shichor (1996) found that 99 percent of its mediation sessions resulted in a successfully

negotiated agreement and that 96.8 percent of these agreements were successfully completed or nearing completion.

- **Juvenile Reparation Program; Center for Community Justice; Elkhart, IN.** The Juvenile Reparation Program (JRP) targets older juveniles who may have previously failed in the juvenile justice system and risk continuing their negative behavior into adulthood.

  JRP staff assist the youth in developing a contract, which routinely includes accountability strategies such as restitution to the victim, volunteer service as symbolic restitution to the community, and specific self-improvement strategies. The contract may also include face-to-face mediation with the victim.

  To address community safety goals, the youth are restricted to their homes, except when attending approved activities such as school, employment, or counseling. Community volunteer telephone monitors ensure that the youth follow these rules and provide added encouragement.

- **Victim Offender Reconciliation Program (VORP) of Nashville; Nashville, TN.** The Council of Community Services, an alliance of private and public social service and advocacy agencies, established VORP of Nashville in 1989 with a broad base of support from individuals, religious organizations, and the justice system to offer victim-offender mediation and alternatives to incarceration. The program has trained more than 100 volunteer mediators and offers conflict resolution classes twice per week at juvenile court that count toward community service hours for the juveniles who attend.

  As a community-based program, VORP of Nashville is committed to assisting the juvenile court in implementing the BARJ Model. Mediators are available onsite at the courts and attend the general sessions court at least once per week. Police officers and judges can refer cases directly, and juvenile offenders under age 12 are automatically referred for mediation.

  The program has two neighborhood community mediation sites, with plans to expand to other neighborhoods, thus allowing the community greater access to alternative methods of conflict resolution.

- **Victim-Offender Meetings; Victim Restoration Program; Dakota County Community Corrections; Dakota County, MN.** The Victim Restoration Program of Dakota County Community Corrections provides opportunities for crime victims to meet face to face with the juvenile offenders who violated them. They can talk about the offense and its full impact and develop a plan for restoring victim losses. Community volunteers are trained in victim-offender mediation skills, with an emphasis on the use of victim-sensitive communication and procedures. Volunteers complete 35 training hours and are expected to accept 8 to 10 cases per year.

- **Crime Repair Crew; Dakota County Community Corrections; Dakota County, MN.** As a form of community service to hold juvenile offenders accountable, Dakota County Community Corrections has established the Crime Repair Crew. The crew, under the direction of a trained coordinator, consists of juvenile nonviolent offenders. The crew is contacted by police, if a victim wishes, to immediately repair any damage and clean up at a property crime scene. The crew is available to respond at any time, on short notice. The crew offers juvenile offenders the opportunity to "give back" to the community while learning skills in construction and painting.

  Each job affords crew members the opportunity to learn how criminal activity impacts community residents. The program differs from existing work crew operations in that work is performed not only for government and nonprofit organizations but also for businesses and private citizens whose lives have been interrupted by criminal activity.

- **Restorative Justice Program; Youth Service Bureau; Forest Lake, MN.** As part of the Restorative Justice Program, juvenile offenders appear before a panel of community volunteers, read a letter of apology, list expenses related to their offense, and hear from community members about how the crime affected the community. Victims or victim representatives may attend the

panels. The program allows juveniles to take responsibility for and reflect on their actions while being held accountable to the community. For example, juvenile offenders develop a contract that includes a community service project to be completed in conjunction with their parents and family members. They attend peer personal-goal groups, write research papers on offense-related topics, and attend educational programs with their parents regarding their offense. The program is usually reserved for first-time offenders of lesser property crimes, including shoplifting, vandalism, and age-related offenses. Participants are typically 11, 12, or 13 years old.

- **Navaho Peacemaker Court; Navaho Nation (Arizona, New Mexico, Utah).** In 1982, the Navaho Nation created a horizontal system of justice that promotes equality, balance, and preservation of relationships. In the Navaho tradition, disharmony exists when things are "not as they should be." The Navaho Peacemaker Court includes songs, prayers, history, and stories. A "peacemaker," generally a designated elder or other respected community member, guides the victim, offender, and support community to harmony by persuasion, not coercion. Peacemakers, who have strong values and morals that are based on Navaho teachings, act as guides to identify how harmony can be regained through community solidarity.

- **Nez Perce Peacemaker Project; Nez Perce Tribal Court; Idaho Legal Aid Services, Inc.; Lewiston, ID.** The Nez Perce Peacemaker Project offers tribal members a more traditional, culturally appropriate alternative to court. The project trains law students and tribal members to comediate disputes. Cases are referred by the Nez Perce Tribal Court to the project, where they are screened and the involved parties are prepared for the eventual mediation session. Tribal mediations include victims, offenders, and other family and tribal members who are affected by the conflict. Agreements to restore victim losses are mutually determined by all parties.

- **Community Justice Corps; Department of Community Justice; Deschutes County, OR.** Numerous projects of the Deschutes County, OR, Department of Community Justice exemplify the idea of "community service as a resource." For example, the Community Justice Corps supervises adult and juvenile probationers and parolees who work on a variety of human service and public works projects. Through community service, adults and youth make amends to the community for their offenses while gaining valuable skills. In these projects, youth have worked with volunteer builders and carpenters to help construct a homeless shelter (after raising money for materials) and a domestic abuse crisis center. Offenders provide important long-term benefits to their community, learn about the needs of other citizens (including those victimized by violent abuse), develop skills, and have positive interactions with law-abiding adults. The corps also promotes community safety, because the offender's time during community service is occupied under adult supervision for significant portions of the day and evening.

- **Reparative Probation Program; Vermont Department of Corrections.** Intended for offenders convicted of misdemeanor or nonviolent felony crimes, the Reparative Probation Program directly involves community members meeting face to face with offenders to negotiate a "reparative agreement" that specifies how offenders will make reparation to their victims and other community members.

  A judge, using an administrative probation order with the condition that the offender has no further involvement in criminal activity, sentences the offender to the Reparative Probation Program following adjudication of guilt with a suspended sentence. The offender's requirement to complete the program is also a special condition of probation.

  Following sentencing, the probation department conducts a brief intake, including information about the crime, criminal history, and the extent of damages/injuries. The offender then appears before a five- or six-member community reparation board in the community where the crime was committed. During the meeting, the nature of the offense, its impact, and restitution are discussed.

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The offender leaves the room while the board deliberates on the sanctions. The offender subsequently rejoins the meeting to discuss the proposed agreement. All parties agree and sign the agreement. The board may then meet with the offender from time to time to monitor progress.

If the agreement is satisfied, the board recommends the offender's discharge from probation. If the offender fails to satisfy the agreement within the required period, he or she may be returned to the court for further action or continued supervision.

- **Travis County Neighborhood Conference Committees; Austin, TX.** Neighborhood Conference Committees are community citizen panels that hear youth diversion cases and help families and youth resolve legal issues. Committee members are volunteers who live or work within a community (as defined by ZIP Code). Eligible cases include first-time offenders for residence and nonweapon misdemeanors. The committee holds separate interviews with the youth and his or her parents to gain a better understanding of the family's life and possible causes of the criminal act. The committee determines sanctions appropriate for each offense and each family situation. A contract is created that all participants sign to enable restoration of loss to the neighborhood, restitution to the victim, and reintegration and acceptance of the juvenile into the community after completion of the agreement. Participation in the process is voluntary.

- **Restorative Justice Program (Family Group Conferencing); Woodbury Police Department; Woodbury, MN.** The Woodbury Police Department Restorative Justice Program is a juvenile diversion program operated by the police department that intervenes prior to prosecution/court intervention. Juvenile crimes are investigated by officers in a traditional way, that is, with cases prepared for prosecution and investigations and petition forms completed prior to restorative justice program consideration. (All cases considered for diversion in this program must be prosecutable.)

  A trained police officer screens all juvenile cases to determine if they will be diverted. Screening criteria include:

  - ◇ Seriousness of the offense.
  - ◇ Past record of the youth.
  - ◇ Attitude of the youth.
  - ◇ Attitude of the youth's parents.

  To participate in the program, offenders must admit their offenses. Each case is screened individually using the above four criteria as guides—not as hard-and-fast rules.

  Once the case is referred to the Restorative Justice Program, all necessary participants are contacted. The juvenile offender, the offender's parents, the victim, and the victim's family and friends are invited to participate in a community conference using the family group conferencing model. The process is explained to all participants via telephone and followup letter. Personal visits are made only when absolutely necessary. If all agree to the process, a conference is scheduled.

  The conference is facilitated by trained officers. Facilitators direct conversations between participants and protect them from unfair treatment due to adult/juvenile power imbalances or revictimization. Facilitators never attempt to force a settlement in the conference or agreement process.

  The conference concludes with a written agreement signed by the juvenile offender and victim to make restitution to the victim and/or community. Comments from supporters at the conference are encouraged. The agreement must be fulfilled in a timely manner and any breakdown in the process prior to completion results in a referral to court. Agreements are monitored by the police department to ensure that they are fulfilled.

  Conferences are always voluntary for both the victim and offender. (The traditional court process is also an option.) Once a conference is completed and the agreement is satisfied, the case is closed.

- **Impact of Crime on Victims Program; State of California, Department of Youth Authority.** The goal of the Impact of Crime on Victims Program is to increase juvenile offenders' understanding of the personal harm caused by

crime. Program objectives for youthful offenders are to:

- ◇ Prevent further victimization.
- ◇ Create offender awareness of the impact that crime has on the victim, the family, and the community.
- ◇ Teach offenders how to make positive decisions.

The program involves 60 hours of classroom instruction using small-group discussion, lectures, victim and victim advocate speakers, video presentations, case studies, role-play, reading, written exercises, and homework.

The curriculum covers property crime, domestic violence, elder abuse, child maltreatment, sexual assault, robbery, assault, homicide, and gang violence.

- **Community Justice Project; Washington County, MN, Department of Court Services.** The Washington County Community Justice Project, which is part of the county's probation department, conducts victim-offender conferences at both diversion and postdisposition stages. Approximately 70 percent of the cases referred during 1996 were mediated. Of cases referred, more than 70 percent were juvenile cases. Referrals originated primarily from probation officers, judges, prosecutors, and victim advocates. Fifty percent of referrals were felonies, and 50 percent were misdemeanors.

  In addition to conducting victim-offender conferences, project mediators are available to conduct conferences in matters that have not been criminally charged, such as group conflicts in schools or neighborhoods.

  The project also sponsors community forums on restorative justice and issues that concern specific neighborhoods. For example, mediators have facilitated dialogue within schools experiencing tension due to issues such as race and ethnicity. Project staff are involved in extensive outreach to the community and actively provide technical assistance in conflict management and conferencing to educators, law enforcement, and social service providers in surrounding jurisdictions. The program recently completed a new training manual.

Common Problems in Choosing Accountability Strategies

- **Confusing Community Safety Strategies and Accountability Strategies.** From a restorative justice perspective, punishment or restrictions on freedom are not forms of accountability because they do not involve an offender's accepting responsibility or taking direct action to repair harm. Restrictions on freedom may serve community safety goals, but they do not contribute to accepting responsibility, increasing understanding of the human harm, or making amends.
- **Deciding on Strategies To Repair Harm Without Offering Opportunity for Input From Victims.** Accountability should focus on repairing the harm of the incident. If victims wish to participate, they are in the best position to define the harm of the crime and suggest possible reparation. Absent victim input, strategies for reparation may be inappropriate.
- **Having Only the Justice System Determine Accountability Sanctions Without Stakeholder Involvement.** Answering to the community and to the victim puts a human face on the crime and is a more powerful form of accountability than just answering to the system. Without community and victim involvement, an opportunity for a more personal message to the offender is lost. Community involvement also increases the possibility for ultimate reintegration of the juvenile offender.

Recommended Participants for Implementation

- Support system of juvenile offender (e.g., family, extended family, neighbor, coach, and clergy).
- Victim and victim support system (e.g., family, extended family, neighbor, coworker, and faith community member).

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- Victim advocacy groups (e.g., Mothers Against Drunk Driving, Parents of Murdered Children, and victim assistance programs, for assistance with impact panels or victim empathy classes, staff training, and planning and advisory groups).
- Community members (e.g., panel members, volunteer mediators, and planning and advisory groups).
- Nonprofit organizations in the community (e.g., community service sites).
- Employers (e.g., owners or managers of worksites where the offender can earn monies for restitution and learn job skills).
- Law enforcement personnel.
- School personnel.

Roles for Juvenile Justice Professionals

- Facilitate victim-offender mediation or family group conferences. This role requires skill training.
- Organize community volunteers to facilitate victim-offender mediation or family group conferences. Volunteers can be recruited through community fairs, faith communities, advertisements, and civic groups.
- Solicit input from victims to determine the nature of the harm and possible ways of making amends.
- Create employment opportunities for juvenile offenders to earn monies for restitution. Work with local businesses or the chamber of commerce for short-term job opportunities.
- Develop sites for community work service, particularly work that is highly valued by the community (e.g., work that eases the suffering of others is particularly revered).
- Develop victim empathy groups or classes with input and assistance from victim services or victim advocacy groups. Request curriculum that is available from the Office for Victims of Crime, U.S. Department of Justice.
- Help create victim impact panels.
- Organize volunteer community panels, boards, or committees that meet with the offender to discuss the incident and offender obligation to repair the harm to victims and community members.
- Facilitate the process of apologies to victims and communities.
- Invite local victim advocates to provide ongoing victim-awareness training for probation staff.

Expected Outcomes

- Repayment of material losses to victim.
- Visible contribution to the community.
- Victim sense of acknowledgment of the harm and some degree of repair.
- Community sense of juvenile offender's having made some degree of amends.
- Increased juvenile offender awareness of the behavior's impact on other people.

Benefits to Juvenile Justice Professionals

- Greater victim satisfaction with performance of juvenile justice professionals.
- Greater community satisfaction with the juvenile justice system.
- Increased fulfillment of requirements by the juvenile offender because he or she recognizes that the accountability strategies in the BARJ approach are fair and reasonable.
- Increased options for creative forms of accountability because of input from the victim, community, and offender.
- A broader group of people who feel responsibility for ensuring fulfillment of the accountability strategies as a result of their involvement in the support system of the offender or other involvement in the process.

- Opportunities to facilitate a process that promotes a greater sense of closure for the victim and personal growth of the offender.

Guiding Questions for Juvenile Justice Professionals

- How do we increase the offender's understanding of the effect of the incident on the victim, the victim's family, the offender's own family, and the neighborhood?
- How do we encourage offenders to take responsibility for their actions?
- How do we help the crime victim to feel that she or he did not deserve what happened?
- How do we increase opportunities for victims to define the harm (physical, emotional, financial) from the incident and create ways for the offender to repair the harm where possible, if the victim desires?
- How do we offer opportunities for the offender and encourage him or her to make repairs to the victim and the community?
- How do we involve the community in creating opportunities for the offender to take responsibility and repair the harm?

Balanced and Restorative Justice Practice: Competency Development

Competency is the capacity to do something well that others value. Juvenile offenders, like other young people, need to become competent, caring individuals who are concerned for those around them. Once juvenile offenders have been held accountable for rectifying their behavior with their victims, the BARJ approach provides opportunities for them to belong, contribute, form close relationships, make meaningful choices, develop transferable skills, and mentor others while avoiding harmful behavior.

To allow them to practice and demonstrate competency, juvenile offenders need meaningful community roles that contribute to the well-being of others. The cycle of reciprocity (doing favors for one another) is the basis of community, and this requires the capability to perform functions of value to others.

Restorative accountability practice can also build competencies. Restorative community service allows youth to develop competencies by learning new skills and work habits. A youth who participates in a victim-offender mediation session may gain personal skills and insight about conflict management. Victim empathy classes may increase the interpersonal skills of a juvenile. A sense of competency is fundamental to a healthy relationship with family and community. See table 1 for a list of key competencies.

It is not enough to develop strategies to prevent dangerous things, such as substance abuse, or to preach against behaviors that place youth in jeopardy. We must be equally adamant about stating and enabling goals that we wish young people to achieve: postsecondary education, community involvement, civic contribution, and leadership roles.

Source: Pittman and Fleming. 1991. *A New Vision: Promoting Youth Development.*

Characteristics of Restorative Competency Development

- Strategies build on the strengths of offenders, families, and communities.
- Youth are given a role in work, family, and community that instills a sense of belonging, usefulness, and control.
- Youth have active roles that allow them to practice productive behavior.
- Cognitive learning and decisionmaking are integrated with active, experiential, and productive pursuits.
- Treatment and services (e.g., counseling) are used as supports for the overall restorative process rather than in isolation.
- Youth work and interact with law-abiding adults in the community (especially the elderly).
- Delinquent and nondelinquent youth and adults are mixed whenever possible to avoid the image of programs for "bad kids."
- Activities are designed with input from the community (e.g., employers, civic groups, and religious institutions).
- Activities are chosen that can be continued permanently.

Table 1. Key Competencies

Vocational	◆ Preparation and experience for work, career, and family life ◆ Understanding and value of work, leisure, and family life. ◆ Awareness of life's options and steps for making choices.
Education, Knowledge, Reasoning, and Creativity	◆ Adequate credentials, basic academic skills, and eligibility for and awareness of opportunities for continued learning and advancement. ◆ Broad base of knowledge and ability to appreciate and demonstrate creative expression. ◆ Good oral, written, and computing skills and ability to learn. ◆ Interest in lifelong learning and achieving.
Personal/Social, Conflict Management, and Communication Skills	◆ Intrapersonal skills, such as the ability to understand emotions and practice self-discipline. ◆ Interpersonal skills, such as working with others and developing and sustaining friendships through cooperation, empathy, negotiation, and conflict management. ◆ Developing judgment skills and a coping system.
Decisionmaking, Reasoning, and Problem Solving	◆ Ability to make good decisions in daily interactions, to manage anger and emotions, and to solve problems creatively.
Citizenship	◆ Understanding of the history and values of one's Nation, community, and racial, ethnic, or cultural group. ◆ Desire to be ethical and to be involved in efforts that contribute to the broader good.
Health/Recreation	◆ Good current health status and evidence of knowledge, attitudes, and behaviors that will ensure future well-being, including nonviolence, exercise, good nutrition, and effective contraceptive and safe sex practices.

Adapted from Pittman and Fleming. 1991. *A New Vision: Promoting Youth Development.*

- Opportunities are provided for youth to help their peers, younger children, and the less fortunate.
- Group experience and teamwork are emphasized frequently.

Table 2 contrasts examples of competency development practices with individual treatment interventions. Balanced and restorative competency development allows young offenders to become active participants in the process. As such, youth build a sense of personal ownership in the outcome.

In contrast, in traditional individual treatment approaches, young offenders are seen as recipients of services. Traditional individual treatment interventions listed in the table may be necessary for an individual youth. However, in restorative justice, these interventions are used most effectively to support

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Table 2. Differences Between Individual Treatment and Competency Development Practices

Individual Treatment	Competency Development
Group and family counseling	Peer counseling, leadership development, service projects, and family living skills
Drug therapy and drug education	Youth as drug educators and drug researchers
Remedial education	Cross-age tutoring (juvenile offenders teach younger children) and educational action teams
Job readiness and job counseling	Work experience, service crews, employment, job preparation, and career exploration
Recreational activities	Youth as recreation aides and recreation planners
Outdoor challenge programs	Conservation projects, community development projects, recycling, and community beautification projects
Cultural sensitivity training	Youth-developed cultural education projects
Youth and family mediation	Conflict resolution training and youth as school conflict mediators
Mentoring and "big brother" programs	Work with adult mentors on community projects and intergenerational projects with the elderly

Adapted from G. Bazemore and P. Cruise, 1995.

competency development strategies—not instead of or as a prerequisite for competency development.

Competencies are best developed when young offenders have the opportunity to become providers of service to others in the community—not just passive consumers of services. Through the competency development process, young offenders have the potential to view themselves and be viewed by those around them as community assets and resources rather than as liabilities or threats to community life.

Restorative Competency Development Practice Definitions

- **Work Experience in Jobs Involving Meaningful Skills.** Meaningful skills are those that have value for the community and transfer competencies to offenders that enhance the offender's ability to make future contributions to the community as a valued citizen.

- **Service Learning.** Service learning involves doing worthwhile work in the community, with a purposeful outcome that the offender can recognize. This work meets a real need in the community, is positively acknowledged by the community, and achieves clear educational outcomes. Service learning aids the development of work skills, social competencies, and reliability that the offender can transfer to compensated work.

- **Participation in Resource and Action Teams (Planning and Problem Solving for Real Issues).** Rather than being viewed as recipients of services, youth are seen as true resources for and representatives of the community. Juvenile justice professionals may facilitate a process where

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juveniles have the opportunity to identify needs in the community and work together to implement a needed service or change.

- **Cognitive and Decisionmaking Skills Training.** Cognitive and decisionmaking skills training addresses specific deficit areas that may hamper an offender's ability to analyze situations and make reasonable decisions about his or her behavior. Attention is given to improving the youth's moral reasoning, which means decisionmaking processes (as opposed to a religious definition of morality).

  Developmental deficits related to self-control, cognitive style, interpersonal problem solving, critical thinking, and values are addressed through psychoeducational and social learning techniques to help juvenile offenders rehearse both new behavioral and thinking techniques.

  Programming areas also help youth examine and define their current beliefs, thinking, and values and the impact these attributes have on their lives. Anger management and empathy development may be components of cognitive and decisionmaking skills training. Attention is given to beliefs and reasoning that inform an offender about "right" and "wrong" in his or her decisionmaking process.

- **Dispute Resolution and Mediation Training and Practice.** Training youth to become mediators or facilitators for victim-offender mediation and family or larger group (e.g., school) conferencing is an excellent means of building competencies for choosing alternatives to violence to settle disputes and to improve communication and listening skills.

- **Emotional Control Training.** Emotional control training is designed to foster social and moral growth in offenders. The overriding goal is to help juvenile offenders rise above past behaviors and reenter the community as productive members who are connected to others. Emotional control training involves cognitive and social competencies, including self-control, cognitive style, interpersonal problem solving, critical thinking, and values.

Promising Programs: Competency Development

- **Community Justice Corps; Deschutes County Department of Community Justice; Deschutes County, OR.** Probation officers created this comprehensive community work service program to offer juvenile offenders the opportunity to give back to their community while gaining valuable competencies. The corps has built a 70-bed shelter for the homeless, stocked firewood for the county's impoverished elderly, and performed many other services.

- **ALIVE (A Look in the Victim's Eyes); Deschutes County Department of Community Justice; Deschutes County, OR.** A core competency required in the BARJ philosophy is empathy for others. If juvenile offenders can develop a genuine sense of empathy for their victims, the likelihood of their continued criminal behavior can be reduced. In Deschutes County, young offenders complete a six-session course designed to build empathy for victims. The program is particularly useful in advance of victim-offender mediation. Offenders engage in role-playing and discussion groups and hear from victims in an effort to boost their sense of empathy.

- **Neighborhood Citizens Committee; Long Beach, CA.** The Neighborhood Citizens Committee (NCC) was organized to address the problem of increased criminal activity by juveniles, both in numbers and severity. NCC works within the Los Angeles Probation Department to involve parents and juveniles in alleviating troublesome aspects of family life and guide the juveniles toward a more meaningful future.

  NCC consists of community volunteers dedicated to helping youth who have committed minor offenses. The volunteers listen to the youth and their families, give attention to the juvenile as an individual, and supervise community service that stresses responsibility, contributes to society, and helps the youth develop an awareness of the world around him or her through exposure to new people, places, and events.

Juveniles referred by the juvenile justice system are placed on a 6-month contract during which they perform community service. Leisure time is structured, and the youth are encouraged to set future goals for themselves. They are given reading assessments, tutored, and monitored throughout the contract period. NCC also receives referrals from schools and from law enforcement regarding juveniles who have never been arrested but who may need adult supervision and positive redirection.

NCC recently formed a roundtable discussion group for male juvenile offenders who have no father or other positive role model in their lives. Another NCC committee plans social activities for juveniles and their parents where they discuss topics such as job applications, interview dress and behavior, and back-to-school competencies, including attitude, attendance, and study habits.

- **Community Intensive Supervision Program (CISP); Service and Action Projects With the Bloomfield-Garfield Corporation; Allegheny County, PA.** The Garfield CISP community work provided by juvenile offenders has become an integral service to the community. Projects include "Get Out to Vote" and "Paint Your Heart Out," in which CISP youth and staff painted two homes in the Garfield and Homewood communities for low-income, elderly, and disabled community members. Other projects include envelope stuffing for the Bloomfield-Garfield Corporation (a local nonprofit organization); distributing fliers to neighbors about community events; removing graffiti from walls and cleaning and weeding vacant lots in the Garfield community; painting the juvenile court and family court in downtown Pittsburgh; shoveling snow for neighborhood business residents; collecting old telephone books for recycling; distributing food to the elderly and other community members in Garfield; participating in the Martin Luther King community celebration; and many other community efforts that help to meet the needs of the greater community.

  CISP community service provides an excellent learning experience for CISP youth and for community members, who continue to express positive comments regarding these community projects.

- **CISP Drug Awareness Education; Allegheny County, PA.** Juvenile offenders who either have graduated from CISP or are at advanced levels in the program are active in mentoring and instructing newer participants.

- **Youth Restoration/Back on Track Program; Palm Beach County, FL.** Youth Restoration/Back on Track is a collaboration between the Palm Beach County Sheriff's Office, municipal police departments, the Florida Department of Juvenile Justice, and community organizations, such as The 100 Black Men of Palm Beach County and MAD DADS of Greater Delray Beach Youth. Side by side with adult mentors in the community, youth plan, implement, and manage community service projects that directly benefit local neighborhoods and fulfill court-ordered community service hours. Juvenile offenders in this program also earn money toward restitution for victims.

  Examples of projects in Palm Beach include the following:

  - ◇ More than 50 youth participated in a restoration and beautification project of the Barton Memorial Park, a historical black cemetery.
  - ◇ The playground of a shelter for HIV-positive and AIDS-infected children was cleaned and upgraded.
  - ◇ Homes of many elderly and disabled residents were painted and landscaped.
  - ◇ Youth performed skits and folktales at a cultural fair designed to teach tolerance and cultural sensitivity.
  - ◇ Youth planned and implemented a voter registration drive. Earnings from this project, provided through stipends paid by the League of Women Voters, were used for victim restitution.

- **South Florida Youth Environmental Service Program; Palm Beach County, FL.** The core of this program features paid work experience and also unpaid community service, in which serious juvenile offenders work with national park staff to maintain and restore portions of the

Loxahatchee Wildlife Preserve in the Florida Everglades. Educational curriculums that emphasize environmental preservation and environmental career exploration are incorporated into this competency-building experience.

Accountability to victims is addressed by direct payments that are deducted from offender paychecks (or payment into a victims fund when original victims cannot be located). The program incorporates victim-awareness classes and victim panels to enable youth to learn more about the impact of their criminal behavior and to develop empathy.

- **Montana Conservation Corps; Helena, MT.** The Montana Conservation Corps matches young offenders with AmeriCorps (a Federal youth-for-community-service agency) workers who, together, perform environmental restoration, national park maintenance, and social services in crews of six youth and six adult mentors. Program youth complete community service requirements, pay restitution, and work on decisionmaking, conflict management, and leadership skills in the applied setting of the community service project. AmeriCorps workers also mentor youth for 8 to 10 hours per week.

- **Expanded Life Choices Programming for Women Under Supervision; Dakota County Corrections Department; Dakota County, MN.** Expanded Life Choices is offered for women who are under court supervision. The program is designed to be a bridge to skills needed to change personal patterns of behavior. It encourages the positive development of skills that women can use in different situations rather than providing simple answers for individual problems.

  Topics include:

  - ◇ Introduction and assessment of sources of learned behavior.
  - ◇ Self-esteem.
  - ◇ Communication.
  - ◇ Values.
  - ◇ Changes/problems and decisions.
  - ◇ Conflict management.
  - ◇ Power and control.

  Each session is 2 hours in length, and attendance is reported the next day.

- **A-B-C Cognitive Change Program; Dakota County Corrections Department; Dakota County, MN.** This program has four components:

  - ◇ Part I assists offenders in examining and defining their current beliefs, thinking, and values and the impact these attributes have on their lives. The goal is to support group members in identifying faulty, inappropriate, or distorted beliefs and thinking that lead to problematic or illegal behavior.
  - ◇ Part II focuses on anger management and effective problem-solving skills.
  - ◇ Part III has offenders examine their relationships with others and their victim empathy.
  - ◇ Part IV assists group members in setting goals and developing a prevention plan.

- **Carver-Scott Educational Cooperative Services and STS (Sentence to Serve)–PLUS Programs; Carver County Court Services; Chaska, MN.** STS–PLUS is designed to reduce recidivism for delinquent youth, improve the lives of youth in the community, reduce the number of school dropouts, enhance education and vocational skills, and reconnect youth to the community through service learning projects.

  Youthful offenders are among the participants in the Carver-Scott Educational Cooperative, which is a collaborative program involving educators, social services, law enforcement, public health, and juvenile justice professionals.

  Youth are given school credit based on their experience with community service projects. In addition, a portion of their court-ordered community work service is pardoned when they adhere to their personalized educational plan.

  Two recent community service projects involved planning and cultivating crops on a working farm and assisting in building housing for women with children who are leaving violent relationships.

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For the farming project, youth researched and decided what crops would be grown and what methods of farming were necessary for the best yields. They also contacted local produce retailers and arranged to have their crop of sunflowers and pumpkins sold. They learned about markets, finance, planning, and teamwork and also made strong connections with members of their community.

Youth are also involved at the farm in raising horses and serving as riding guides for disabled riders. This experience teaches them how to care for the horses, build relationships, and serve the community.

For the housing program, youth researched issues related to family violence and learned about the needs of women leaving violent relationships. Together with community members and under the direction of program staff, youth helped to construct homes for families in transition. During the process, they learned about alternatives to violence and conflict management.

Common Problems in Competency Development Programming

- **Assuming That Treatment and Remediation Are the Same as Competency Development.** Treatment and remediation may be needed to support competency development, but youth do not become competent by completing treatment programs. Treatment and remediation typically are grounded in a deficit orientation, which assumes that young offenders have little to contribute to their communities. Competency development must focus on strengths.
- **Programming for Competency Development in Isolation From the Community.** Competency development must involve practicing skills in community settings and should be designed to increase interaction with conventional adults other than the service provider. Valued competencies are defined by community needs and norms.
- **Using Traditional Passive Learner Models.** Youth must learn and practice competency through active, experiential learning that produces tangible results and includes a reflection component.
- **Using Programs That Do Not Build Transferable Skills.** Youth must be able to demonstrate competencies that are valued by the community and useful in conventional settings.
- **Stating Conditions of Supervision Only in the Negative (e.g., "Shall Nots") and Imposing Passive Requirements (e.g., Attend Counseling or Report Weekly).** The absence of bad behavior or deficits is not competency. Competency is the enhancement and building of strengths, resources, interests, potentials, and positive attributes. A key question to consider is, "If you take away an undesirable behavior, what are you left with?"

Recommended Participants for Implementation

- School staff.
- Employers.
- Community service programs.
- Adult mentors.
- Family.
- Staff from skill-based community programs (e.g., victim-offender mediation programs).

Roles for Juvenile Justice Professionals

- Assess youth, family, and community strengths, resources, and interests.
- Develop work and service opportunities for all youth under supervision.
- Develop community partnerships with employers, religious institutions, clubs, and civic groups to

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provide work and service roles for youth on supervision, and recruit supervisors.

- Advocate for a new school curriculum that builds on the strengths and interests of delinquent youth and allows for school credit for creative community service experience.
- Find creative, active roles for youth in treatment programs as helpers to other youth.
- Develop projects in which youth can be trained in areas such as mediation, conflict management, and drug prevention and then educate others.
- Arrange speaking engagements for youth who are succeeding in competency development activities.
- Involve youth in program-planning groups and committees with juvenile justice staff and other adults in the community.
- Involve youth in voter registration and other programs that teach and reinforce citizenship.
- Conduct or facilitate decisionmaking skills, conflict management, and cognitive training courses for offenders and individuals who work with offenders.

Juvenile justice professionals can play a critical role in facilitating competency development by providing opportunities for youth to practice and demonstrate competency. However, because juvenile offenders will not develop transferable competencies within traditional treatment programs and probation casework, community partnerships are a crucial component in implementing competency development practices.

Expected Outcomes

- Increased capacity of young offenders to contribute productively to their communities.
- Increased capacity of adults and community groups to accept and integrate delinquent youth.
- Measurable increase in educational, occupational, social, and decisionmaking abilities of juvenile offenders.
- Increased bonding to conventional adults.
- Improvements in self-image and public image of delinquent youth.
- Clear demonstration by offenders of skills valued by the community.
- Increased involvement of community members in the juvenile justice system.

Benefits to Juvenile Justice Professionals

- Increased community satisfaction with the juvenile justice system as a result of measurable increases in competency of delinquent youth.
- Enhanced image of juvenile justice workers as assets to the community because of their ability to facilitate transformation of delinquent youth into community assets.
- Increased number of conventional adults in the community who become invested in the success of the juvenile offender.
- Personal satisfaction derived from facilitating positive change in the juvenile offender.

Guiding Questions for Juvenile Justice Professionals

- How do we increase the juvenile offender's skills for living successfully in the community?
- How do we demonstrate the juvenile offender's competencies to the community?
- How do we engage the juvenile offender and community members together in activities in which they experience a sense of competency and contribution to one another?

Balanced and Restorative Justice Practice: Community Safety

Community safety in the BARJ Model refers to both immediate and long-term safety. Achieving community safety requires practices that reduce risk and promote the community's capacity to manage behavior. Balanced and restorative community safety is not focused only on short-term external control of individual juvenile offenders. It requires equal attention to working with adults and youth to change behavior. Reducing risk often focuses on individual offenders, but building community capacity to manage behavior focuses on adults and organizations within the community. Community safety is achieved when community members live in peace, harmony, and mutual respect and when citizens and community groups feel that they personally can prevent and control crime.

Many strategies used for accountability and competency development goals can also contribute to community safety goals. For example, community service, through structuring time and increasing the juvenile's investment in the community, contributes to community safety. Most forms of competency development involve structured activities with adult supervision, which reduce the opportunity to offend. Accountability strategies emphasize taking responsibility for behavior, which reinforces internal behavior control—the most effective way to achieve long-term community safety. A major goal of competency development strategies is to establish a place of value for the juvenile in the community that creates an incentive for abiding by the norms of the community. Therefore, the community safety goal is dependent upon effective accountability and competency development strategies.

Characteristics of Restorative Community Safety

- The opportunity to commit offenses is restricted by community surveillance or by involving known juvenile offenders in structured, supervised, and productive activities.
- Juvenile justice professionals use a consistent continuum of sanctions in response to a juvenile offender's failure to comply with supervision conditions.
- The level of restriction matches the level of risk (i.e., the higher the risk, the more time is structured).
- Response to breaches of safety measures is swift and focused.
- Strategies do not rely solely on the juvenile justice system but engage the community in protecting itself (e.g., crime watch, block clubs, and mentoring).
- Behaviors associated with the risk of delinquency for a particular individual are monitored (e.g., drug testing).
- Community safety interventions do not unduly restrict the agency's attainment of goals related to accountability and competency development.
- Juvenile justice professionals seek to better understand a community's fear of young people and develop strategies that involve youth and adults in collaborative problem solving.

- To improve community safety programs, offender behavior is carefully monitored by professionals and other adults in the community.
- Strategies include working with schools to reduce violence and promote mediation, conflict resolution, parenting training, school safety, and restorative practices.
- To build the community's capacity for controlling and preventing crime, strategies include working with churches, synagogues, mosques, schools, and civic and community groups in education, mentoring, and positive youth development.
- Youth connections to positive community members are strengthened.
- Community members know each other, mutually agree about behavioral tolerance limits, and work together to prevent crime.
- Interventions do not increase the risks to the community from juvenile offenders. For example, interventions should not escalate anger, model unhealthy power and control dynamics, establish unhealthy peer groups, or increase a youth's isolation from conventional community members. In other words, interventions should do no further harm.

To put restorative community safety practices into a broader perspective, table 3 illustrates a range of juvenile justice community safety interventions from least to most cost effective.

Table 3. Range of Community Safety Interventions for Use by Juvenile Justice Professionals

Type of Prevention	Strategy	Goal	Cost Effectiveness
Tertiary Prevention	◆ Incarceration. ◆ Surveillance. ◇ Electronic monitoring. ◇ Tracking. ◇ Random drug testing.	Reduce short-term juvenile offending	Low cost effectiveness
Secondary Prevention	◆ Continuum of graduated sanctions: "progressive response system." ◆ Structuring juvenile offenders' time in competency development, reparative activities. ◆ "Natural surveillance" and community guardians. ◇ Employers. ◇ Educators. ◇ Relatives. ◇ Mentors.	Reduce long-term offending	Medium cost effectiveness
Primary Prevention	◆ Community problem solving. ◆ Mediation and dispute resolution. ◆ Capacity building. ◆ New roles and leadership experiences for all youth.	Prevention	High cost effectiveness

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Restorative Community Safety Practice Definitions

Juvenile Offender-Focused Community Safety Practice: Graduated Community-Based Surveillance

Restorative community safety practice is based on the belief that youth who have strong connections to their communities and who care about the people in their neighborhoods are less likely to offend. Wherever possible, restorative community safety supports creating relationships between youth and members of the community that inhibit offending.

Certain young offenders may require incarceration; however, restorative community safety seeks to increase opportunities for youth to remain in the community. Juvenile justice professionals can implement any number of the community-based surveillance measures defined below in relation to the severity of the offense and the risk posed by a particular youth.

Unlike traditional incarceration, the restorative community safety practices defined below that feature community-based surveillance all serve to structure the time of juveniles, provide adult supervision, and support relationships between youth and the community. The goals of each of the defined practices are to (1) limit the opportunities for youth to reoffend and (2) strengthen rather than sever connections to their community.

Increasingly, juvenile justice professionals are finding that supervision can be most efficiently accomplished in structured group settings. For example, working with youth in education programs, service crews, and victim-awareness, competency development classes provides an effective alternative to individual counseling and surveillance.

- **Monitored School Attendance.** To ensure that juvenile offenders attend classes, monitors or counselors visit schools daily to check on attendance, behavior, and academic performance. Restorative juvenile justice programs place a high priority on a youth's educational performance. Monitoring is one way to ensure that performance standards are met, thereby helping juvenile offenders develop competencies. Monitoring also serves to structure a juvenile's time under adult supervision and reduce the opportunity for new offenses.

- **Monitored Employment Attendance.** Job attendance may be monitored by an offender's employer and reported to his or her probation officer. Monitoring involves the community (employer) in supervising and structuring the juvenile's time. Juveniles who maintain good work attendance gain skills and earn income that can be used to pay restitution to crime victims.

- **Monitored Program Attendance.** Depending on the program, attendance is monitored by juvenile justice professionals, community volunteers, mentors, or program facilitators. Monitoring ensures that youth are participating in positive activities and limits their chances to reoffend.

- **Supervised Community Work Service.** A supervised structured work experience for youth, designed to build relationships with community members, serves the community, builds offender competencies, and also serves community safety goals by providing adult supervision and strengthening ties to the community. Community work service offers youth the opportunity to be valued by others for their contributions.

- **Supervised Recreation.** Supervised recreation is another means of intensive monitoring of offender behavior and serves to deter offending. Supervised recreation helps youth to develop appropriate recreational and relational skills, such as sportsmanship and conflict resolution, and good health.

  An additional component of supervised recreation is participation in cultural events. Pride in their culture and community enables youth to think more critically about how an offending behavior might show disrespect to self, family, and community. Participation may include, but not be limited to, attending movies, sporting events, and other cultural events. These outings expose youth to various music, art, theater, and other educational experiences in the community and help shape positive values and community pride. Participation is

supervised by juvenile justice professionals and community volunteers.

- **Community Guardians.** An adult community member assumes responsibility for monitoring some juvenile offender activities. For example, a community guardian may escort or chaperone juveniles attending cultural or recreational events. Community guardians provide adult mentoring and supervision and foster relationships and a sense of belonging to the community.

- **Family Monitoring.** Offender families monitor associated behaviors (e.g., substance abuse, anger, and withdrawal) and report to juvenile justice professionals. This practice limits a youth's opportunity to reoffend and helps build competency for both the juvenile offender and his or her family. Through assessment, the agency identifies service needs that can provide support for enhancing family competency in areas of setting limits, interacting with schools, supporting their children's involvement in successful activities, and developing other positive parenting approaches that promote competency in the youth and reduce the risk of subsequent delinquent behavior.

- **Day Reporting Centers.** As an alternative to secure facilities or residential placement, offenders are allowed to remain in their homes overnight and must report to a day reporting center for structured programming during the day. The program may include education, skill building, tutoring, community service, or employment activities.

- **Electronic Monitoring.** Offenders are monitored by means of an electronic device that is usually worn around the ankle. The most common devices transmit a signal that can be received by a probation officer when driving by a youth's residence, school, or place of employment, or the signal may be connected to a residential phone line. Other forms of monitoring systems are available.

  Electronic monitoring enables probation officers and others working with juvenile offenders to maintain geographic awareness of a youth whose movements or activities may be restricted to certain locations or environments, such as when under house arrest.

- **House Arrest With Random Checks Performed by Juvenile Justice Staff or Others.** Sentencing to house arrest allows a juvenile offender to return to his or her home but restricts movement in the greater community. Random checks, performed by juvenile justice staff, volunteers, or others, are conducted through electronic monitoring that identifies the youth's location.

- **Random Urinalysis Conducted by Juvenile Justice Staff or Others.** Random urinalysis is conducted to monitor for offending behavior. If testing indicates a violation, juvenile justice professionals intervene. Tests are often conducted randomly on offenders whose offenses are related to drug use. Random testing acts to deter offending behavior while youth are being supervised.

For youth who do not fulfill their obligations to repair the harm that they caused to victims of crime and the victimized community, who continue to offend, or who pose a high risk to others, residential placement or confinement in a secure facility may be used.

- **Residential Placement.** Offending youth are sent to an out-of-home placement in a residential facility that may include release during the day for supervised activities.

- **Confinement in a Secure Facility.** The traditional lockup facility is used for highest risk youth and those who repeatedly fail to comply with key obligations and responsibilities.

Community-Focused Community Safety Practice

The following community-focused community safety practices require the building of partnerships and involvement of community members.

- **Partnerships With Community Police.** To assist with juvenile offender surveillance, parental support, and mentoring efforts, community members in partnership with law enforcement and probation serve as role models to aid the youth in fulfilling their obligations under restorative justice.

- **"Beat Probation" or "Neighborhood Supervision."** Probation agents are assigned to geographical areas (neighborhoods) instead of to caseloads that are scattered throughout a city. The juvenile justice professional thereby views the community as his or her client or consumer of services. This practice encourages the development of community partnerships between juvenile justice professionals and community members that allow the professionals to more effectively join with the community in working with offenders to help prevent recidivism and promote community connections. Whenever possible, juvenile justice professionals assist the community in addressing underlying problems beyond the individual offender (a problem-oriented versus incident-driven approach).

  Walter Dickey, in *Community Justice: Striving for Safe, Secure, and Just Communities* (1996), characterizes major community concerns as often including:

  - ◇ Situational crime prevention (i.e., monitoring hot spots where youth often appear, such as shopping malls).
  - ◇ Street order and quality of life.
  - ◇ Intimidating gangs.
  - ◇ Apartment complexes as sources of disorder, such as drug traffic.
  - ◇ Repeat victimization.
  - ◇ Drug houses.
  - ◇ Lack of housing, jobs, and education in communities where offenders are concentrated.

  Beat probation changes the persons involved in community problems, the role of government, the priorities of juvenile justice professionals, the methods of supervision, and the places that supervision occurs in order to meet the needs of the community.

- **Peer Mediation and Dispute Resolution in Schools.** Schools and community members teach youth conflict management skills and alternatives to violence. Learning these valuable skills when they are young deters these youth from future violence, builds their self-esteem, and helps them develop empathy.

- **Anger Management and Mediation Courses for Teachers and Parents.** Community safety is enhanced when the adults who work with juvenile offenders understand critical thinking processes and can model those skills.

- **Alternatives to Suspension and Expulsion.** Most juvenile burglaries happen in the daytime. As both parents more often work outside the home, many homes are left vulnerable to these types of breakins. If juveniles are kept in school, their opportunity for offending is restricted.

  In BARJ, schools provide alternatives to suspension and expulsion that build competencies in youth. For individuals who are suspended or expelled, mandatory community work service is ordered, preferably involving experiences that build competencies and have personal meaning to the juvenile.

- **Community Guardians and "Natural Surveillance."** Community members contribute to restorative community safety by helping to guide young people toward activities that build community and develop self-esteem and potential while monitoring and mentoring youth on community supervision.

Promising Programs: Community Safety

- **Community Intensive Supervision Program: Allegheny County, PA.** Designed to provide an alternative to institutionalization for youth under court supervision, this program uses the following strategies to address community safety concerns: monitored school attendance, required attendance at the CISP neighborhood center 7 days a week from approximately 4 p.m. to 9 p.m., electronic monitoring, and drug and alcohol testing. Extensive community service opportunities provide structured supervised time.

- **Massachusetts Probation Agencies Target Drunk Driving.** Each year, tens of thousands of Americans are killed by drunk drivers, and many

more are injured in drunk-driving crashes. Probation agencies in Massachusetts have targeted certain bars that are known to have served drunk drivers before their arrests and have supplied the names of the bars to licensing boards. The State has also abolished "happy hours" after probation agencies documented how the practice generated a disproportionate number of drunk drivers.

- **Police and Probation Working in the Community—Operation Night Light; Boston, MA.** Operation Night Light is a cooperative effort between the Youth Violence Task Force and the Massachusetts Department of Probation that sends teams of police and probation officers on regular home, school, or worksite visits to enforce curfews or court-designated area restrictions and ensure that youth on probation are complying with the terms of their probation. The visits provide for an interactive relationship between the probation officer and the probationer, strengthen relationships between police officers and probation officers, get parents involved in their children's probation, and serve notice to other youth that police and probation officers are serious about their mission.

- **New Chance Program; Dakota County, MN.** As an alternative to out-of-home placement and secure detention, juveniles attend an extended day-treatment program that includes school, life and communication skills development, health, substance abuse treatment, recreation, community work service, and tutoring. Evenings are spent at home under electronic monitoring and parental supervision.

- **Belle Glade and Pleasant City Beat Probation; Palm Beach County, FL.** Modeled after problem-oriented policing, the juvenile justice program assigns workers to a specific neighborhood or community center to assist in solving community safety problems and supervising structured group activities such as community service.

Common Problems in Choosing Community Safety Strategies

- **Use of Secure Confinement for Juvenile Offenders, Especially Property or Drug Offenders, Whose Community Safety Risk Can Be Managed in the Community.** In this scenario, the level of restriction does not match the level of risk, incarceration creates the possibility of an unhealthy peer group, cost is high for the level of risk, opportunity for repaying the victim and community is severely reduced, and isolation from conventional community members is increased. Although incarceration may limit opportunity for offending in the short term, the effects may increase the risk of future offending.

- **Use of Strategies That Rely Solely on the Juvenile Justice System.** Safety strategies based solely on the juvenile justice system limit the options for a variety of responses, are less cost effective, and fail to maximize opportunities to reconnect youth to the community. Additionally, measures that rely solely on the juvenile justice system perpetuate the cycle of community dependence on the system to solve problems separately from the community, which weakens the community's own problem-solving capability.

- **Failure To Respond Swiftly to Breaches of Safety Measures.** Community perceptions of safety depend upon confidence in the system to respond to breaches of safety. If the system fails to respond swiftly, public trust in the system is eroded, which often prompts calls for more drastic responses.

- **A Prevailing Focus by Juvenile Justice Professionals on Case Management Instead of Neighborhood Problem Solving.** Traditional case management strategies place primary responsibility for juvenile offenders on the juvenile justice system rather than engaging the community in finding creative solutions to the problem. A focus on individual cases fails to address larger causes of crime in the community.

41

- **Failure of Juvenile Justice Professionals To Be Involved in the Planning or Implementation of Prevention Strategies.** Juvenile justice professionals are in a position to make a valuable impact on preventing criminal behavior through restorative practice. Rather than just reacting to crime, juvenile justice professionals have the ability to serve as resources and educators to strengthen community safety and build partnerships with schools, communities, social service agencies, and the families and youth in their community.

Recommended Participants for Implementation

- School staff who provide supervision for a large part of a youth's day.
- Community programs for youth that provide adult supervision.
- Recreation and sports programs with adult supervision.
- Employers.
- Individual community members who are willing to be mentors or community guardians.
- Local law enforcement, especially officers assigned to community-based policing efforts.
- Family members.

Roles for Juvenile Justice Professionals

- Develop and implement a continuum of sanctions for supervised juvenile offenders who violate conditions of compliance on probation or during aftercare.
- Promote youth development and community problem solving.
- Gather information about victim and community fears and develop strategies to address those fears.
- Work with juvenile offenders, school staff, members of community groups, offenders' families, law enforcement, and employers to ensure structured day and night community supervision of juvenile offenders.
- Develop role as a "resource" to schools and community groups for mediation, parent training, and other conflict resolution efforts.
- Work collaboratively with others to address community conditions that contribute to crime.

Expected Outcomes

- No further offenses by youth while on supervision.
- Reduced levels of fear in the community and for victims.
- Increased community understanding of juvenile justice.
- Increased competency, victim empathy, and internal controls for juvenile offenders who are under supervision.
- Increased connections to conventional community members.
- Increased sense of belonging to the community.
- Decreased school violence and increased school- and community-based conflict resolution.
- Increased community involvement and ownership in managing the behavior of all youth in the community.

Benefits to Juvenile Justice Professionals

- Increased victim and community satisfaction because community safety is seriously addressed.
- Increased responsibility for community safety shared by numerous institutions and individuals, thereby alleviating the burden of sole responsibility on the juvenile justice professional.
- Increased number of adults monitoring the behavior of delinquent youth.

- Decreased opportunity for delinquent youth to reoffend while on supervision.
- Increased sense of efficacy in addressing community safety issues.

Guiding Questions for Juvenile Justice Professionals

- How do we restrict the opportunities for juvenile offenders to commit offenses? (How well is the juvenile offender's time structured under community supervision, day and night?)
- How do we build relationships that inhibit offending?
- How do we involve multiple systems and community members in managing the behavior of the juvenile offender?
- How can we be seen as community resources for schools and community groups?
- How do we promote youth development?
- Have we identified members of the community who are concerned and involved in improving the community? Have we built relationships with them?
- Are we involved in community problem solving? Do we know how to listen and work collaboratively with community members to identify concerns and engage victims, offenders, and other community members in addressing the community's needs?
- Have we developed and do we use a continuum of sanctions other than incarceration for supervising juvenile offenders who violate their conditions of probation or aftercare?

Putting the Pieces Together

Weaving the Strands of Accountability, Competency Development, and Community Safety

Discussion of the BARJ approach has been divided into separate components of accountability, competency development, and community safety to describe and clarify those objectives. In practice, however, strategies may overlap and contribute to more than one objective. Interventions that achieve more than one objective are preferable, because the impact can be mutually reinforcing and more cost effective.

When applying interventions, it is important to recognize that different techniques may impede or enhance one another. Therefore, a careful analysis of cost, expected outcomes, and the interactive effect of possible strategies is critical.

Table 4 on page 37 provides a framework for analyzing the contributions of various strategies to each of the three objectives of the BARJ mission. A similar analysis can be done for other strategies that are not included in this Report.

Balanced and Restorative Justice in Practice

Coparticipants in a BARJ system are crime victims; citizens, families, and community groups; juvenile offenders; and community juvenile justice professionals. Roles associated with each coparticipant group in the BARJ approach include the following:

- Crime victims.
  - ◇ Receive information, support, assistance, compensation, and services.
  - ◇ Are involved and encouraged to provide input into the BARJ process, particularly into how juvenile offenders will repair the harm done.
  - ◇ Have the opportunity to meet with juvenile offenders in a safe environment and tell their story to the offenders and others if they so desire.
  - ◇ Receive restitution and/or other reparation from the juvenile offenders.
  - ◇ Provide guidance and consultation to juvenile justice professionals on planning and advisory groups.
  - ◇ Feel satisfied with the justice process.
- Citizens, families, and community groups.
  - ◇ Play an advisory role to courts and community justice systems and/or play an active role in disposition through one or more neighborhood sanctioning processes.
  - ◇ Are involved to the greatest extent possible in holding juvenile offenders accountable and providing offender rehabilitation opportunities and community safety initiatives.
  - ◇ Provide support to victims.
  - ◇ Provide support to juvenile offenders as mentors, employers, and advocates.
  - ◇ Work with juvenile offenders on local community service projects.
  - ◇ Provide work so that juvenile offenders can pay restitution to victims and create service opportunities that develop skills and also allow juvenile

offenders to make meaningful contributions to the quality of community life.

- ◇ Assist families in supporting the offender to fulfill his or her obligation to repair the harm and increase his or her competencies.
- ◇ Address social conditions that cause and support crime and violence within communities.
- ◇ Monitor and supervise juvenile offenders to the greatest extent possible in the community.

◆ Juvenile offenders.

- ◇ Face the personal harm caused by their crimes by participating in victim-offender mediation or family group conferencing, if the victim is willing, or through other victim-awareness processes.
- ◇ Complete restitution to their victims.
- ◇ Provide meaningful service to repay the debt to their communities.
- ◇ Complete work experience and active and productive tasks that increase skills and improve the community.
- ◇ Improve decisionmaking skills and become involved in prevention efforts.

◆ Community juvenile justice professionals.

- ◇ Understand and integrate restorative justice values throughout their work.
- ◇ Measure program and practice effectiveness by how well needs of individual victims, other community members, and juvenile offenders are addressed.
- ◇ Develop regular reporting system on criteria such as restitution and completion of community service, juvenile offender skill development, and coparticipant satisfaction.
- ◇ Become active members of the community and work with community groups, families, and individual citizens to:
  - Develop meaningful offender work and service opportunities.
  - Recruit community mentors and supervisors for youth.
  - Recruit and train community volunteers and coordinate victim-offender mediation and dialogue with them.
- ◇ Provide consultation and training to schools on dispute resolution, anger management, critical thinking skills, and delinquency prevention.
- ◇ Develop, in partnership with victims, community, and offenders, a continuum of alternatives to placement in a correctional facility for probation violations.
- ◇ Creatively develop, with direct input from victims, community members, and offenders, programs that strengthen communities.

The subsection, Balanced and Restorative Justice in Practice, is adapted from Bazemore, G. 1997 (May). What's new about the balanced approach? *Juvenile and Family Court Journal.* Reprinted with permission.

Table 4. Weaving the Strands Together

Intervention	Accountability Benefits	Competency Development Benefits	Community Safety Benefits
Community Service	Makes amends to the community	Develops skills, including work skills (experiential)	Structures time, involves community in supervision
Victim-Offender Mediation	Answers personally to the one harmed and makes amends	Develops communication and conflict resolution skills and empathy	Reduces victim fear in most cases and increases understanding of crime
Small or Large Group Conferencing (Family Group Conferencing)	Makes amends to all impacted by the offense	Develops communication and conflict resolution skills and empathy	Reduces victim fear in most cases and increases understanding of crime
Monitored School Attendance		Builds skills	Structures time, community supervises
Victim Empathy Classes	Increases understanding of impact of own behavior	Increases interpersonal skills	Structures time
Residential Placement		May address some skills	Provides high level of supervision
Electronic Monitoring			Restricts movement to reduce opportunities to offend
Secure Detention			Removes youth from opportunity to offend
Drug Testing			Reduces likelihood of behavior associated with substance abuse
Work Experience	Generates revenue to pay restitution	Teaches work and social skills	Structures time under adult supervision
Cognitive Skills Classes	Increases understanding of responsibility for behavior and the impact of behavior	Improves decisionmaking and critical thinking skills	Structures youth's time

Source: Pranis, K. 1997.

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Role Changes in Balanced and Restorative Justice

New Roles for Victims, Communities, Juvenile Offenders, and Juvenile Justice Professionals

Victims, community members, juvenile offenders, and juvenile justice professionals move from operating in isolation to working together on coordinated, collaborative activities for planning and implementing policy, programs, and individual interventions.

- The victim role shifts from being a witness or observer to being an active participant in finding an appropriate response.
- The community role shifts from a passive position to active participation in managing the juvenile's behavior and supporting the victim.
- The juvenile offender role shifts from passive avoidance to active taking of responsibility.
- The juvenile justice professional role shifts from attempting to directly manage the juvenile's behavior to facilitating community processes that manage the juvenile's behavior.

In encouraging role changes for juvenile justice professionals, it is important to recognize the multiple ways in which juvenile justice professionals can apply restorative justice, regardless of job title or traditional area of practice.

For example, victim-offender mediation practice may be initiated and supervised by probation officers, by prosecutors in a county attorney's office, or by victim-assistance advocates within a department of community safety. Indeed, law enforcement officers are developing family group and large group conferencing programs in collaboration with local schools and community resources.

In expanding and changing roles, juvenile justice professionals need to base their work on restorative justice values and continually assess how well they are facilitating community involvement, including individual victims of crime, and assisting juvenile offenders in building competencies and becoming a part of the community. See table 5 on page 41 for examples of new roles within the BARJ Model.

Changing Decisionmaking Roles: New Options

Decisionmaking on an appropriate set of obligations (or sanctions) by which the juvenile offender can satisfy accountability, competency development, and community safety objectives can be shaped by:

- Direct participation by the victim and juvenile offender in dispositional decisions through victim-offender dialogue.
- Direct participation by the victim, juvenile offender, and their respective communities of care in dispositional decisions through family group conferencing or similar community sanctioning and dispute resolution processes, including peacemaking sentencing.
- Direct participation by selected community members in decisions through community panels (e.g., Vermont's reparative boards).
- Direct victim and community input through victim and community impact statements to the court.
- Indirect victim and community input through client satisfaction surveys by juvenile justice professionals.

- Indirect victim input through a victim representative who speaks on behalf of the victim in the decisionmaking process.
- Leadership from judges and prosecutors in facilitating restorative alternatives to the traditional court system, such as circle sentencing and Vermont's reparative boards.

Skills and Knowledge Needed by the Juvenile Justice Professional

- Understanding of the victim experience.
- Conflict management and mediation skills.
- Knowledge of community organizations, leaders, and processes.
- Knowledge of youth development and the competency framework.
- Ability to work with multidisciplinary groups and possession of facilitation skills.
- Communication skills.
- Knowledge of job opportunities in the community.
- Ability to supervise and support community members and organizations that work with juveniles.
- Knowledge of program resources in the community.
- Ability to identify extended support networks of victims and juvenile offenders.
- Ability to initiate change and then pass leadership to others.

Juvenile Justice Professional Role-Change Examples

The following promising practices reflect how the changing roles of juvenile justice professionals in BARJ practice result in greater community involvement, support, and ownership in the outcomes.

Juvenile Justice Professionals Engaging the Community

- **Identifying a Problem.** In central Minnesota, a probation officer became frustrated with the failure of available interventions to change the behavior patterns of offenders from a particular community. Offenders were in and out of the system repeatedly, both on new offenses and on violations of conditions of probation or supervised release. Looking for a solution, the officer began discussions with a social service provider who runs a job skills program.
- **Restorative Justice Planning.** The probation officer (agent) and social service provider decided to explore restorative justice options. The agent obtained written material on various restorative justice program models from the restorative justice planner at the Minnesota Department of Corrections. He then shared and discussed some restorative justice material with a local judge. Having engaged the judge's interest, the agent identified key leaders in the target community and key players in the justice system. In conjunction with the social service provider, the agent organized a seminar to introduce restorative justice and possible program models to the group. The agent recruited speakers, sent invitations, made personal contacts to encourage attendance, and facilitated the meeting.
- **Facilitating the Community Planning Meeting.** Meeting participants expressed an interest in further exploring the circle sentencing model. With the help of the social service provider, the agent organized and facilitated a series of monthly meetings that enabled the group to:
  - Become more knowledgeable about a community process of responding to crime known as circle sentencing.
  - Identify a target offender population for the process.
  - Identify other interested community members.
  - Begin planning implementation steps.

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Table 5. New Roles in the Balanced and Restorative Justice Model

	Sanctioning Through Accountability	Rehabilitation Through Competency Development	Enhancement of Community Safety
Juvenile Offender	Must accept responsibility for behavior and actively work to restore loss to victims (if victims wish) and the community and face victims or victim representatives (if victims wish) and community members	Actively participates as a resource in service roles that improve quality of life in the community and provide new experiences, skills, and self-esteem as a productive resource for positive action	Becomes involved in constructive competency building and restorative activities in a balanced program while under adult supervision, develops internal controls and new peer and organizational commitments, and helps others escape offending patterns of behavior
Victim	Actively participates in all stages of the restorative process (if victim wishes and is able), documents psychological and financial impact of crime, participates in mediation voluntarily, and helps determine sanctions for juvenile offender	Provides input into the rehabilitative process, suggests community service options for juvenile offenders, and participates in victim panels or victim-awareness training for staff and juvenile offenders (if victim wishes)	Provides input regarding continuing safety concerns, fear, and needed controls on juvenile offenders and encourages protective support for other victims
Community Member	Participates as volunteer mediator/facilitator and community panel member, develops community service and compensated work opportunities for juvenile offenders with reparative obligations, and assists victims and supports juvenile offenders in completing obligations	Develops new opportunities for youth to make productive contributions, build competency, and establish a sense of belonging	Provides "guardianship" of juvenile offenders, mentoring, and input to juvenile justice systems regarding safety concerns; addresses underlying community problems that contribute to delinquency; and provides "natural surveillance"
Juvenile Justice Professional	Facilitates mediation, ensures that restoration occurs (by providing ways for juvenile offenders to earn funds for restitution), develops creative/restorative community service options, engages community members in the process, and educates community on its role	Develops new roles for young offenders that allow them to practice and demonstrate competency, assesses and builds on youth and community strengths, and develops community partnerships	Develops range of incentives and consequences to ensure juvenile offender compliance with supervision objectives, assists school and family in their efforts to control and maintain juvenile offenders in the community, and develops prevention capacity of local organizations

Adapted from Bazemore and Washington, 1995. Charting the future for the juvenile justice system: reinventing mission and management. *Spectrum, The Journal of State Government*, 68(2):51–66.

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Over the course of these meetings, the agent gradually eased himself out of the primary leadership role, while remaining vigilant to ensure that the process did not lose momentum.

- **Carrying on the Process.** The social service provider applied for a grant on behalf of the group to obtain training in circle sentencing. Community members committed themselves to participate and recruit others. (Circle sentencing requires significant involvement of the community.) The agent now provides support and encouragement as the community moves forward in its preparation to conduct circles. The agent also identifies possible cases for which the circle process might be effective. Throughout the process, the agent has facilitated communication among the community, other system players, and State resources.

  This example illustrates the role of the justice professional as a change agent in bringing together available resources, the community, and the system to develop new solutions to difficult problems.

Identification and Involvement of Key Stakeholders

- **Collaborative Planning.** The Faribault County (MN) Local Coordinating Council includes key decisionmakers from education, human services, corrections, private youth service providers, and law enforcement. The council handles case planning and case management for current juvenile cases from participating agencies through a process that includes meeting with the juvenile and at least one parent monthly. The parents and child are equal players in the process. Cases range from youth having difficulty in school to youth returning to the community from an out-of-home placement. Relationships with the family that may be confrontational at first have later developed into supportive relationships. On occasion, parents have asked for continuation of the meetings after the council was prepared to close the case, because it had become a source of support for the family.

Long-Term Prevention Activities

- **Community Involvement and Education.** Juvenile justice professionals from CISP's Garfield Center in Allegheny County, PA, actively engage the community in crime prevention and community strengthening. The center offers many community activities, including family support group meetings, parent effectiveness training, open houses, a violence prevention program, and a Martin Luther King, Jr., Day celebration.

  For example, juvenile justice professionals offer parent effectiveness training for juvenile offenders under their supervision and for other youth in the area. Because CISP staff have found that many offenders are parents of young children and are in need of parenting education in addition to safe sex and reproductive health education, CISP offers its classes to the wider community as a preventative to possible future violence.

Creation of Partnerships for Prevention

In 1995, an unoccupied new addition to a senior citizens apartment complex in Dakota County, MN, was burned to the ground by three males, ages 14, 16, and 18. The three youth were charged with arson. The oldest admitted the charge and spent 6 months in jail. The two juveniles were placed on probation. All were ordered to apologize in some way to the community and to pay restitution.

Providing for Restorative Justice Accountability. The Dakota County, MN (BARJ Model Site), Victim-Offender Meeting Program contacted the senior residents and invited them to an informational meeting about the victim-offender meeting process. Thirty residents attended the meeting, which was facilitated by the juvenile justice professional who directs the Dakota County program. Of the residents who attended, 10 expressed interest in meeting face to face with the boys who had burned their building. The facilitators also met with each of the boys and explained the process to them. The juveniles agreed to meet with the seniors but only if each met with the group alone, without the other juveniles present.

Telling the Impact of the Crime. At the meeting, the seniors told the boys how their lives had been changed forever by the fire. They recalled waking up that March morning to the fierce orange glow outside their windows. They told of how they had to leave all their worldly possessions and run out of the building, some in their nightgowns. The seniors recounted how it felt to experience the heat from the fire and watch their blinds melt to the window. They talked about the terror of not knowing if they were going to escape in time.

Just "Goofing Around." The seniors heard the boys explain that they never meant to start a fire. The boys were just "goofing around" by starting paper on fire and then putting it out.

At the time of the fire, the eldest of the three was engaged to be married and was looking forward to starting a career with the U.S. Marine Corps. Following a 6-month jail term for burglary and arson, he now works two jobs and attends college. His life will never be the same.

Repairing the Harm to the Community. The insurance companies paid for most of the financial loss from the fire, leaving a minimal amount for the boys to pay. However, the seniors requested that the two oldest boys go out and teach others about the dangers of "playing with fire." It was suggested that the boys might be able speak before groups of young people about their experience. The juvenile justice professional agreed to help the boys fulfill that request in order to make amends to the seniors and the community.

Following Through. After contacting several schools, the juvenile justice professional found that a videotape would be the most effective way for the boys to reach a large number of students. Cable television stations were willing to provide technical assistance; however, it was necessary to find a producer who would either donate time or find investors willing to donate a large amount of money for the project.

The juvenile justice professional enlisted the help of the St. Paul Companies, a national insurance company based in the area, and the Insurance Federation of Minnesota to produce the video.

The fire marshal from the community where the fire occurred helped determine the best ages to target for an arson prevention video. It was decided that the video would target youth who were similar in age to those who started the fire. In preparation for the video, the juvenile justice professional arranged for a focus group consisting of children and youth to provide input on content. A second focus group of teachers and school administrators provided input from an educational perspective. It was decided that the video would feature one of the boys who started the fire and that a supplemental written curriculum would be developed as a teaching aid. In addition, it was agreed that the youth would participate in the video project under the condition that his identity would not be revealed.

Taping included a reenactment of the youth's arrest and incarceration. The juvenile justice professional was present at the video shoot with the youth. The arresting officer was interviewed, as were seniors who had participated in the meeting with the boys.

The production and film crew were supplied by the St. Paul Companies. Five insurance companies financed the production, and copies were distributed to fire marshals throughout Minnesota. To order this video, see appendix A (page A–14).

A Change in Countywide Systems Toward Restorative Justice

Juvenile Justice and Human Services Joint Effort. During 1996 and 1997, the Dane County, WI, Department of Human Services and Juvenile Court have joined forces in enlisting social workers, law enforcement, human services administrators, district attorneys, public defenders, and juvenile court judges to team up to implement the BARJ Model throughout their county in an effort to reform their juvenile delinquency supervision system. Areas of development and planning include:

- **Involving the Community in Preventing and Responding to Juvenile Delinquency.** Dane County intends to present and discuss BARJ in a variety of community forums. Community outreach efforts are being directed at educators, students, service clubs, policymakers, law

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enforcement, civic organizations, and other interested citizen groups. Discussions focus on how BARJ principles can be implemented and on the roles community members and organizations can play in preventing and responding to delinquent behavior.

- **Developing a Victim-Offender Conferencing Program.** Dane County is developing a juvenile victim-offender conferencing service program to provide victims of crime an opportunity to explain directly to offenders, in a safe and facilitated meeting, the impact of the offense and to ask questions of the offender. Planning, development, and implementation of this service will be overseen by a group of professionals and citizens representing a variety of systems and communities. Their goal is to integrate restorative justice and victim-centered justice into the already successful system of restitution and community service work performed by juvenile offenders in Dane County.

- **Designing a Consistent Risk and Strengths Assessment Process for Youth.** Dane County is conducting research on risk for youth and is examining factors that contribute to recidivism, nature of the offense, and characteristics of the juvenile and family that will impact intervention strategies. Juvenile justice staff and community members are also developing "Youth as Resources" projects, which allow young offenders to demonstrate competency in the community.

- **Educating County Staff About the Balanced and Restorative Justice Approach Through Meetings, Newsletters, and Other Communications.** To educate county staff, the juvenile justice department holds conferences, publishes a newsletter dedicated to the balanced approach, and involves staff in developing restorative policies and practices.

- **Tailoring the Model to the Needs of Their County.** The county plans to include the concept of family competency in their programming relating to families, including learning to set limits, interacting with schools, supporting their child's successful activities, and other positive parenting approaches to promote competence in youth.

- **Reducing Institutionalization.** Services for Children Come First (CCF), which serves children with severe emotional disturbance, include intensive supervision, immediate onsite crisis response, backup plans for school disruptions, mentoring, and short-term residential stabilization. Care planning is based on the balanced approach and is achieved by intense coordination by a team including school, community, family, and other relevant agencies. Part of the program includes focusing on juveniles at high risk of correctional placement, with applications of related intensity supervision (e.g., home detention, electronic monitoring, and community supervision).

A Move From Community "Corrections" to Community "Justice"

Deschutes County, OR, has long been committed to a BARJ approach to juvenile justice. To support its shift from a retributive to a more restorative system, Deschutes County has worked to change how the community views its juvenile justice department and how juvenile justice professionals view themselves. Changing roles reflect changing goals and objectives. The following goals and objectives are now a part of Deschutes County's focus on community justice:

- **Program Development.** With community justice, the program focus shifts from a corrections emphasis on offenders to a balanced emphasis on the community, crime victims, and offenders. Thus, program initiatives reflect this balance. For example, program development is now required to build an array of community crime prevention and community restoration programs, victim participation and compensation services, and effective offender control and recidivism-reduction efforts.

- **Public Information.** At the heart of community justice is the community. An ill-informed community should not be expected to respond with enthusiasm to the community justice movement. Therefore, Deschutes County is making a substantial effort to educate the public about the goals and objectives of community justice. The most informed public is thought to be an involved

public. Therefore, extensive effort is being made to have community members organized and active with their public relations strategies. Special efforts are being made to have community members describe community justice to other residents via service club presentations, neighborhood gatherings, and religious events.

- **Staff Development.** Many of Deschutes County's community corrections officers are trained probation officers. To serve victims and join hands with community members in crime prevention, extensive training is now required to assist in professional development of the officers for their new role as community justice officers.

- **Leadership Development.** Deschutes County has formed a new community safety council that consists of citizens, judges, law enforcement officials, criminal defense attorneys, prosecutors, corrections officials, victim advocates, human service professionals, and elected officials. Leadership development training will be focused on the community safety council, which will henceforth be known as the community justice council.

- **Research and Evaluation.** Studying the effects, benefits, and shortcomings of a community-centered focus on crime prevention, intervention, and corrections will aid ongoing program development. Research and evaluation design must be tailored to community justice, which includes outcomes related to community members, victims of crime, and offenders.

- **Systems Modification.** Community justice is a shift in philosophy and practice. To succeed, the entire criminal justice system must participate, with community members playing a leadership role. The shift to community justice requires a critical analysis of intervention priorities, adoption of new practices in place of unproductive or counterproductive practices, and a commitment to interdependence by the criminal justice community.

Community Policing: Solving Problems

Shoplifting Program; Milton Keynes, England. Police have often led in changing their role to create a more restorative response to crime. This initiative is exemplified by a police department in a large urban area in England.

For fiscal year 1994–95, a comprehensive audit of expenditures across criminal justice agencies was undertaken that revealed how money was spent by the criminal justice system.

The audit revealed that the criminal justice system spends the vast majority of resources processing the cases brought to it and attempting to ensure due process but little on the prevention of crime (including the prevention of reoffending and revictimization) or service to victims, witnesses, and offenders.

The system spends time consulting with itself and obtaining information (often from the offender) in order to make decisions, but not much is done to address the needs of offenders, victims, or communities. The system seems primarily occupied with speeding the passage of cases and offenders.

The audit was conducted following the implementation of problem-solving policing in Milton Keynes, England, after it was recognized that police efforts were often hampered by the lack of a clearly defined underlying purpose of the criminal justice system.

The audit was difficult to implement because of the system's large number of agencies and its diverse management and financial information systems. For the first time, resource allocations have been made transparent for practitioners and the public alike.

For example, less than 1 percent of the overall budget is used for victim support and less than 1 percent is spent on intervention for young offenders. These numbers have provoked considerable debate about the purpose of the justice system and its current deployment of resources.

Milton Keynes police discovered that most offenders, youth and adult, began with shoplifting. It was decided that a problem-solving approach to shoptheft (shoplifting) offenders was needed to identify the underlying problems as soon as someone came to the notice of the police. Traditionally, the police had given warnings (a police "caution") and prosecuted in only the more serious cases. The police also wanted to experiment with involving retailers (the victims) in

handling shoplifting cases so that the offenders learned the consequences of their behavior on others, and for themselves. In 1994, the Milton Keynes Retail Theft Initiative began, in which retailers and shop thieves are brought face to face by the police. Subsequent mediation sessions allow the retailers to express their feelings and concerns, and many offenders are unaware of the impact of their behavior on the retailers.

The offenders learn that shop theft is an offense that has implications for their victims, the wider community, and for themselves. At the sessions, offenders respond to the approach, which enables them to talk frankly about what is going on in their lives that may be provoking their behavior.

Aside from mediating between the two parties (with a parent or guardian present in juvenile cases), the police try to identify the underlying problem. In more than 3 years since the initiative was launched, the police have determined many of the reasons why offenders steal from shops. For young people, peer pressure, bullying, and even parental abuse may be almost daily occurrences. In the case of adults, alcohol and drug abuse, marital problems, and bereavement have surfaced as underlying reasons.

To deal with these issues, the police, in partnership with other local agencies, have developed a series of programs that include antibullying programs; "Protective Behaviors," which teaches young people to make decisions independently without succumbing to outside pressure; youth counseling; and a prison awareness program, which alerts offenders at risk of reoffending to what life is like inside prison.

The Home Office evaluation of the retail theft initiative showed that recidivism rates were reduced substantially (by well over a third) and the costs of conducting the mediation sessions and implementing other programs were easily offset by not prosecuting cases through the criminal justice system. Victims reported greater satisfaction with the program and, after their involvement, began recognizing the needs of the offenders instead of viewing all as needing punishment. The shift in perception has helped attract funding for intervention programs. The initiative has stimulated wide interest in the concept of victim-offender mediation and community policing.

Getting Help: Strategies for Involving Stakeholders

The juvenile justice system cannot succeed in changing the behavior of juvenile offenders or improving community safety without the active involvement of the community. The community has tools, resources, and power that the system does not have. Juvenile justice system activity must be built around a core of community activity.

This new relationship between the community and the juvenile justice system is shaped by several key ideas:

- The community is the source of moral authority or influence.
- The community is the center of decisionmaking whenever possible.
- The community is the center of action.
- Formal government is the source of legal authority (as contrasted with the moral authority of the community).
- The government is in a position of broader oversight than the community.
- The government is the guardian of individual concerns (in contrast with community responsibility for collective concerns).

The purpose of the legal authority is to affirm the community's authority and provide a mechanism for responding to offenders' failure to comply with requirements of the sanction. The community's moral authority is central and the State's legal authority is secondary and a backup. Legal authority that is not clearly grounded in the community's moral authority as demonstrated by active community involvement is hollow and ineffective.

In general, communities manage individual behavior more effectively than governments do. However, communities need government support and resources and the perspective of an oversight mechanism that is separate from the community.

Because formal government processes have gradually assumed much authority and power, the juvenile justice system also has a leadership responsibility in moving from the current approach to one in which the community is the lead partner. The system needs to:

- Assist in developing the transformed community role through information, education, and technical assistance.
- Link communities with others that have common interests and goals to share experience and knowledge.
- Lead a process of clarifying the statewide vision and goals for the juvenile justice process.
- Monitor community activities to ensure that values of the State and Nation are honored (e.g., fairness and appropriate due process).

Guiding Principles

The following principles should guide efforts to gain greater commitment to restorative justice values in the community.

- Special outreach efforts to victims groups are important because victims have historically been left out of the juvenile justice process. Victims groups have had to fight the system for nearly every gain they have achieved. Consequently, many victims and their advocates are skeptical

that an initiative of an agency serving juvenile offenders can genuinely have victim interests at its center. An unwavering commitment to involve victims despite obstacles that may be encountered is critical to ensure that the outcomes are genuinely restorative.

- Victims and community members should be included on advisory boards, councils, and committees for implementing the BARJ Model. (Work groups that include only juvenile justice and agency professionals should be avoided.)
- Restorative justice should not be mandated in a top-down authoritarian process.
- The work of putting the principles of restorative justice into practice must be accomplished at the local level and must involve all stakeholders.
- The appropriate role of national, State, or regional leadership is to articulate the vision, disseminate information, and provide support and technical assistance to jurisdictions attempting to evolve into a more restorative approach. National and State agencies can also implement pilot programs to demonstrate application of the principles. The Federal Government and State governments are responsible for monitoring outcomes to ensure fairness, equity, and effectiveness of processes designed at the local level.
- The process of implementing restorative approaches must model the principles themselves (e.g., victims must have a voice, and the community must be involved).
- A clear understanding by practitioners and stakeholders, including the community, of the philosophical underpinnings of the approach is essential to ensure that changes are substantive and not merely cosmetic. Program implementation without an explicit understanding of underlying values often leads to undesirable results.
- Each juvenile justice professional and community member has opportunities to contribute to a restorative vision in the community even without making major system changes.
- The community contains natural allies in fields outside juvenile justice who can bring depth and credibility to the advocacy of a restorative approach.
- Energy is most effectively expended in working with individuals who are interested in trying restorative approaches. Seeds sown in fertile soil produce the most impressive results, which, by example, will convince skeptics more readily than direct persuasion.
- There is no single roadmap or blueprint for building a restorative system.
- A feedback loop between stakeholder and leadership is important.
- The juvenile justice system and the community must be prepared to make mistakes.
- Proponents of the BARJ Model do not have answers to all questions raised by the principles of restorative justice. The process of searching for answers should involve dialogue with all who have an interest in the question.

Putting the principles and strategies to work to build community support and participation requires several basic community organizing skills:

- **Find Your Natural Allies in the Community.**
  - ◇ Talk to individuals interested in violence prevention, underlying causes of crime, social justice, stronger neighborhoods, a sense of community, and children's issues. You are likely to find some who resonate to restorative justice values and see great potential for addressing some of their own interests through that framework.
  - ◇ Listen to the interests of others. Ask them how restorative justice fits with their interests. Learn to use language that makes connections for the audience. When speaking to educators, talk about the connections between restorative justice and school discipline problems. When talking to law enforcement, talk about the natural fit between community-based policing

and restorative justice. When speaking to business people, talk about restorative justice in the language of total quality management or effective government and economics.

- ◇ Identify the common ground for others—do not assume that it is obvious to them. Explain why restorative justice matters to them, based on their own interests.
- ◇ Engage people in a discussion of their own worries, fears, and concerns and identify, where possible, how a restorative approach provides a potential solution to that problem.

- **Avoid Becoming Identified With a Particular Political Label.**
  - ◇ Find community allies on both ends of the political spectrum. Restorative justice is consistent with fiscal conservativism, the call for a reduced role for government, and an emphasis on personal accountability. On the other hand, the reduced emphasis on physical punishment and the call for community accountability are consistent with traditional liberal values.
  - ◇ Seek out respected leaders with divergent points of view as key supporters of restorative justice.
- **Listen to Those Who Disagree.**
  - ◇ The entire community is a stakeholder in the issue of community safety, so everyone deserves to be respectfully heard in the process of deciding the direction of the system. Listen carefully so that you can understand the objections. Develop an explanation that responds to the objections for use when speaking to other groups.
  - ◇ Acknowledge the need to have dialogue and explore further on issues for which you do not have answers. Be prepared to learn from the objections raised. BARJ is an emerging model, and proponents should be responsive to valid objections.
  - ◇ Probe beneath surface objections to identify underlying issues that may be more readily resolved than is initially apparent. For example, what may appear to be a desire for retribution is often actually a concern for public safety. A restorative approach cannot deliver retribution but can potentially deliver at least as much community safety as the current system.
- **Deal With Victim Issues First.**
  - ◇ If those raising objections are victims groups or advocates, then use the above skills over and over again.
  - ◇ Be willing to engage in dialogue with victims or victim advocates on their "turf" repeatedly. Offer to come back to hear their concerns. Articulate their concerns in your own words to be sure you understand.
  - ◇ Ask a sympathetic victim supporter to help you understand the issues being raised. Seek victim input for any proposed policy and program change. Learn about victim issues and the experience of victimization.
  - ◇ Listen to victim stories. Use victim stories in your public speaking. In written materials or overheads, for example, list items related to victims before those related to offenders.
- **Balance Focus With Flexibility.**
  - ◇ It is critical to be clear and consistent about the values and vision of the BARJ approach, but there are multiple ways to achieve the vision. Be prepared to modify your approach if it is not working and other more promising avenues appear. Success may depend more on being responsive to opportunity than on detailed long-range action plans.
- **Monitor Your Own Assumptions and Stereotypes.**
  - ◇ Promoting a new paradigm requires breaking out of your own paradigms in many ways. Unexpected sources of support and opportunities may be missed if you do not become aware of your own assumptions about others and consciously put those aside.

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Measuring Outcomes

Desired outcomes are defined by the vision. Actual outcomes will be determined by the quality of the process—not just what gets done, but how it is done. If the process of responding to an offender is humiliating or demeaning, the outcome is unlikely to be a respectful attitude by the offender. If the process of responding to a victim is patronizing or discounts the victim's voice, the outcome is unlikely to be the recovery of personal power. Respectful process treats each participant as equal in human dignity and in capacity to contribute to constructive solutions. Respectful process for victims facilitates the recovery of a sense of personal power. Respectful process for offenders encourages them to experience responsible use of their personal power to own their behavior, to make amends, and to help others.

Measuring outcomes is a way of checking the system—holding the system accountable to the vision. Paying attention to what gets measured is a powerful strategy for promoting change. Line staff take their cues about what is really important from what gets measured and reported.

Guiding Questions for Measuring Outcomes for Individual Dispositions

- What is the level of victim satisfaction with the overall disposition?
- How much repair was achieved for the victim?
- How much repair was achieved for the community?
- What is the level of the juvenile's understanding of the impact of the offense on others?
- What are the measurable increases in competency for the juvenile offender?
- What bonds among victim, community members, families, and the juvenile offender have been created or strengthened?
- What positive roles in the community were created for the juvenile offender?
- Does the disposition structure the juvenile's time based on the risk to reoffend?
- Has the juvenile fulfilled the requirements of the disposition?
- Has the juvenile refrained from committing any new offenses?
- Did the disposition provide roles for community members in promoting accountability and community safety?

Guiding Questions for Measuring Outcomes for the Juvenile Justice System

- What percentage of cases provide for active victim input into the terms of the disposition?
- What percentage of cases provide for active community input into the terms of the disposition?
- What percentage of cases provide for active juvenile offender input into the terms of the disposition?
- How many community members participate in policymaking, case decisionmaking, or implementation of dispositions?

- What percentage of cases involving financial loss require payment of restitution by the juvenile?
- What percentage of restitution ordered is paid?
- What percentage of community work service is completed?
- What percentage of cases are referred to mediation/dialogue? How many mediate? How many reach agreement? What percentage of agreements are successfully fulfilled?
- What percentage of cases involve other organizations or individuals to assist in monitoring the juvenile's activities and behavior (e.g., schools, family members, recreation programs, and treatment programs)?
- What is the level of involvement of juvenile justice staff in community problem-solving efforts aimed at preventing delinquent behavior?
- What percentage of juveniles continue to volunteer at the sites where they completed their community service?
- What percentage of community service assignments involve juveniles working side by side with conventional adult volunteers?
- What level of responsibility does the community feel for addressing the problem of delinquent youth and community safety?
- Does the community have expectations for positive contributions from delinquent youth?
- Are the levels of fear in the community abating?
- What percentage of juveniles reoffend while on supervision? Within a 2-year period?
- Are resources spent in a way that supports accountability, competency development, and community safety equally?

Balanced and Restorative Justice Practice Tools

Quality Restorative Justice Practice

Restorative justice emphasizes the importance of elevating the role of crime victims and communities in the process of holding offenders accountable for their behavior, while offering offenders the opportunity to make amends directly to the people and community they violated.

Financial restitution, community service, victim-offender mediation, and the more recent development of family group conferencing are widely understood to illustrate restorative justice practice. The manner in which these interventions are implemented, however, is likely to influence the degree to which the interventions are experienced as restorative by victims, communities, and juvenile offenders.

It is overly simplistic to conclude that specific interventions are either totally restorative or not restorative at all, particularly if such an assessment is based solely upon a program's description. Instead, it is more likely that most of these interventions, and others, can be viewed along a continuum from having a least restorative to most restorative impact on crime victims, other community members, and offenders.

Grounding Interventions in Key Restorative Justice Values

Unless an intervention is clearly grounded in restorative justice values and its procedures are designed to maximize the use of those values, it can easily be compromised to meet primarily traditional, retributive justice system political, bureaucratic, or economic needs, rather than meeting the needs of those most affected by crime—the victim, victimized community, and juvenile offender.

Cooptation of programs could easily lead to the "fast food" version of restorative justice practice, which would provide a "quick fix," remain offender focused, use victims as "props" rather than active partners, and have little patience to listen to victims' stories, validate their needs, or invite their participation in the process.

Without adequate community involvement, juvenile justice professionals could continue to be service providers instead of facilitators of community justice. A seemingly restorative practice could remain a primarily punitive exercise that keeps offenders in passive roles and stigmatizes them rather than respectfully allowing them to take responsibility and earnestly make amends.

Table 6 illustrates how common restorative justice interventions might be implemented from "least restorative" to "most restorative."

Community Justice Officer Position Description

To realize greater systemic reform toward a balanced and restorative system of juvenile justice, the Deschutes County, OR, Department of Community Justice has transformed its probation officer positions into "community justice officer" positions. The revised position description, which is included as appendix B, illustrates how juvenile justice professionals can change the way they view their work, their responsibilities, and their performance goals to serve victims, community members, and offenders.

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Table 6. Quality of Restorative Justice Practice Continuum

Intervention	Least Restorative Impact	Most Restorative Impact
Financial Restitution	◆ No phone or in-person contact with victim to receive his or her input. ◆ Written input only. ◆ Offender makes payment to court and has no sense of making amends to the victim. ◆ Restitution viewed as punishment rather than reparation.	◆ In-person or phone contact to hear the victim's story of how the crime affected him or her and to identify his or her need for restitution or other concerns (this could be followed up with written documentation). ◆ Restitution requirement presented to offender as way to repair harm. ◆ Restitution used as a way to increase offender's understanding of the concrete nature of victim loss.
Community Service	◆ Court orders a specific number of hours of community service with no victim or community input. ◆ Service projects are demeaning. ◆ Community service viewed by the community and offender as punishment.	◆ In-person or phone contact to hear the victim's story of how the crime affected him or her and to ask if there is a particularly meaningful type of community service that the victim would like to see the offender complete. ◆ Involvement of community in identifying projects valued by the community and the offender. ◆ Projects that involve offenders and community members working side by side. ◆ The contribution of offenders is acknowledged in public. ◆ Service includes a reflection component that helps community and offender understand community service as a process for giving back to the community. ◆ Service gives opportunity for offender to gain or enhance meaningful competencies and skills.

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Table 6. Quality of Restorative Justice Practice Continuum *(continued)*

Intervention	Least Restorative Impact	Most Restorative Impact
Victim-Offender Mediation **or** **Family Group Conferencing**	*Agreement Driven: Offender Focus* ◆ Entire focus is upon determining the amount of financial restitution to be paid, with no opportunity to talk directly about the full impact of the offender's crime upon the victim and the community. ◆ No separate preparation meetings with the victim and offender prior to bringing the parties together to discuss expectations and needs. ◆ No choice given to victims about where they would feel safest and most comfortable to meet or whom they would like to be present. ◆ Victims given only written notice to appear for mediation session at preset time, with no preparation. ◆ Mediator or facilitator describes the offense, and offender then speaks, with the victim simply asking a few questions or responding to questions of the mediator. ◆ Highly directive style of mediation or facilitation, with the mediator talking most of the time, continually asking both the victim and offender questions, but little if any direct dialogue between the involved parties. ◆ Low tolerance of moments of silence or expression of feelings. ◆ Voluntary for victim but required of offender regardless of whether he or she takes responsibility. ◆ Settlement driven and brief (15 to 20 minutes).	*Dialogue Driven: Victim Sensitive Focus* ◆ Primary focus is on providing an opportunity for victim and offender to talk directly to each other, to allow victims to express the full impact of the crime upon their lives and to receive answers to important questions they have, and to allow offenders to learn the real human impact of their behavior and to take direct responsibility for making things right. ◆ Restitution is important but secondary to talking about the impact of the crime. ◆ Victims are continually given choices throughout the process, such as where to meet and whom they would like to have present. ◆ Separate preparation meetings with victim and offender prior to bringing them together, with emphasis upon listening to how the crime has affected them, identifying their needs, and preparing them for the mediation or conference session. ◆ Nondirective style of mediation or facilitation, with mediator not talking most of the time; high tolerance of silence; and use of a humanistic or transformative mediation model. ◆ High tolerance for expression of feelings and full impact of crime. ◆ Voluntary attendance for victim and offender. ◆ Trained community volunteers serve as mediators or comediators along with agency staff. ◆ Dialogue driven and typically about an hour in length (or longer).

Adapted from Umbreit, 1997. Restorative justice: Interventions' impact varies; manner of implementation critical. In *The Crime Victim Report*.

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Sample Disposition

The Deschutes County, OR, Department of Community Justice has developed a balanced and restorative format for developing case dispositions. A sample disposition of a juvenile offender who admitted to theft of a vehicle parked at a senior citizen housing project is included as appendix C. The victim agreed to mediation, and the disposition reflects the victim's suggestions.

Balanced and Restorative Justice Case Management Guide

The BARJ Case Management Guide shown in table 7 was modified from one originally developed by the Deschutes County, OR, Department of Community Justice for juvenile justice professionals to comprehensively apply BARJ principles to their work with youthful offenders. The Guide takes the juvenile justice professional through assessment, planning, supervision, and outcome-measurement functions, while considering the three components of the balanced approach — accountability, competency development, and community safety.

Table 7. Balanced and Restorative Justice Case Management Guide

Accountability	Competency Development	Community Safety
	Assessment	
1. Is the victim identifiable? 2. Can the victim determine loss? 3. Is the loss amount within reasonable limits to be repaid? 4. Is the victim willing to participate in victim-offender mediation? 5. Is the offender's attitude appropriate for victim-offender mediation/dialogue? 6. Is victim empathy training required prior to offender's participation in victim-offender mediation/dialogue? 7. What is the level of understanding by the offender of the harm to the victim and the community? 8. Does the victim wish to designate a form of community service?	1. Is the offender employed? 2. If not, is the offender about to secure work on his or her own or does he or she need job-seeking skills? 3. Is a therapeutic program needed to enable youth or parents to take part in skills programs? 4. What are the youth's strengths and interests that may be further developed? 5. What opportunities exist for the juvenile to teach others from the experience?	1. Is the offender a warrantable risk to remain in his or her own home? 2. Do the parents have the capability to control the behavior of the offender? 3. Is there need for supervised home detention backup? 4. What behavior will prompt the use of detention? 5. Are there any adults in the youth's life who may currently or potentially have a positive influence? 6. With what communities does the youth identify? 7. What portion of the juvenile's time is spent in structured activities?

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Table 7. Balanced and Restorative Justice Case Management Guide *(continued)*

Accountability	Competency Development	Community Safety
	Planning	
1. What level of restitution order is reasonable? 2. What will be the repayment schedule? 3. What consequences will be imposed if the restitution order is not followed? 4. Is interaction with the victim advisable or desired by the victim? 5. Is there a particular community service activity that is related to the offense? 6. What community service will be required and who will supervise? 7. What strategy will be used to increase the juvenile's awareness of the harm of the offense?	1. What specific living, learning, or working skills programs will be arranged for the youth? 2. Is there a need for individual tutoring? 3. What job skills program is available for the offender? 4. Is there an appropriate parenting-skills program for the offender's parents? 5. Are mentors available to work with the youth? 6. What community resources will be used? 7. Can the community service be designed to provide learning opportunities or skill building? 8. How can the juvenile be involved in planning, leadership, and teaching others?	1. What resources can be identified to ensure surveillance and monitoring of the youth? 2. Are there grandparents or neighbors who can help supervise the youth? 3. Is there a need to identify detention backup space if the home detention efforts fail? 4. What reporting requirements should be imposed? 5. What should specific responsibilities of the parents be to ensure compliance with rules? 6. How can the parents access support from the system when they have difficulty with compliance by the youth? 7. What community activities can be used to provide supervision and structure to the juvenile's day?
	Supervision	
1. Has the restitution contract schedule been followed? 2. Have community service hours been performed? 3. If the responsibilities are not performed, what consequences should be imposed? 4. Is the offender fulfilling commitments made to the victim?	1. Has the youth or family completed the skills programs? 2. What evidence exists that the competencies are gained? 3. Is there need to enroll the youth or family in more indepth programs? 4. Is there need to utilize a therapeutic program to enable the youth to take part in skills programs?	1. Has the youth followed all home detention orders? 2. Has the youth demonstrated the ability to control delinquent behavior when there has been free time? 3. What long-term controls can the family adopt to remedy the problems? 4. Has the youth developed any deeper connections with the community? 5. What adults will supervise or mentor the youth?

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Table 7. Balanced and Restorative Justice Case Management Guide *(continued)*

Accountability	Competency Development	Community Safety
	Measures of Success	
1. Did the victim express satisfaction with the system's response and the youth's subsequent behavior? 2. Has the youth made concrete amends to the victim and the community? 3. Does the youth express and demonstrate an understanding of the link between his or her offense behavior and consequences?	1. Is the youth and/or family using the skills taught to succeed in home, school, and work? 2. Is the youth replacing his or her offense-behavior pattern with competencies and habits that meet his or her needs? 3. Has the youth developed a positive relationship with an adult mentor?	1. Did the youth refrain from a new offense? 2. Is the family more capable of providing successful supervision and control of all children in the family? 3. Does the youth feel connected or have a greater sense of belonging to his or her communities? 4. Are community members involved in supervision and control of the youth in the community?

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Case Studies That Demonstrate Change Toward a Balanced and Restorative Justice Model

In many ways, the demonstration efforts of the BARJ Project discussed below have shown that a great deal of time is needed to implement change as complex as that prescribed by restorative justice values. Given the expectations for each site, there is room for disappointment at how slow progress has been in completing basic steps of action plans. Although significant change has occurred in awareness of the values and goals of restorative justice, even this awareness seems thin once outside the circle of senior management and those assigned to special units and programs. There are new programs and small examples of responses to cases that encompass all principles of restorative justice. However, on a given day, it might be difficult for a visitor to observe what is new and different about implementation of the BARJ Model.

Part of what is new is the enthusiasm about the possibilities of a new type of juvenile justice intervention and revitalized thinking that views increased victim and community involvement as a needed shot in the arm. As a site coordinator in one jurisdiction put it, "There is more, and *less*, here than meets the eye." There is, for example, great excitement about plans for the future about BARJ initiatives. Conversely, there is less than meets the eye in that many of the most innovative efforts are in the earliest stages of implementation, or only being talked about. The critical observer would note, for example, that a list of new programs and policies does not necessarily characterize the way most crime victims, offenders, and citizens are treated by the system at the present time. However, there is also more than meets the eye in that practitioners in individual probation units and special programs are developing innovative, restorative programs that often go undocumented and unrecognized.

It is impossible, in this document, to adequately summarize the experience of these jurisdictions in implementing restorative justice. The case studies that follow illustrate aspects of the experiences of Allegheny, Dakota, and Palm Beach Counties in their journeys toward a more balanced and restorative justice system.

Dakota County Community Corrections, Dakota County, MN: Organizational Change

Overview of the Dakota County Restorative Justice Effort

History. Dakota County's systemic restorative justice effort began in 1993. Previously, restorative justice principles and programming had existed on a continuum among staff from those who were committed to those with little or no commitment. Restorative justice practices were seen in programs such as victim-offender mediation, restitution, and the youth repay crew. While these programs were operating, a large segment of juvenile justice professionals in Dakota County Community Corrections had limited understanding and commitment to restorative justice principles and practices.

The paradigm shift from a retributive model to a restorative justice model for Dakota County Community Corrections began under the creative and visionary leadership of the Dakota County Community Corrections director who, over the past few years, has led the department on the journey to develop a vision. The resultant vision became the process of implementing restorative justice principles

and practices from which a new model of probation has begun to evolve.

Purpose. The transformation process began with an assessment of the level of receptivity among staff for adopting a restorative justice framework. It was apparent that if the majority of the staff could not align themselves with this framework, then it would be futile to proceed with the goal of implementing restorative justice.

The key for organizational change was collaboration between staff and management. As a result, early in the process, staff became involved in reviewing information and selecting a new model for community justice.

Target Population. Leadership (not limited to management) within the department was the primary target for change. For BARJ to become the practice, department leadership needed a clear understanding of the model and how it would impact the organization. In addition to targeting leadership within the department, it was essential to educate and continually update the entire department.

Key Element. The key element in this organizational change was strong influential, creative, passionate, and visionary leadership, with a commitment to a long journey and a collaborative process.

Dakota County Within the Context of the Larger Balanced and Restorative Justice Effort

On January 5, 1995, the department adopted a new mission statement that reflects the department's commitment to restorative justice. The mission statement, the result of more than 2 years of work, reads as follows:

> **We are committed to preventing crime and repairing harm caused by crime. We promote:**
>
> - Community safety and crime prevention in the community.
> - Accountability and opportunity for positive change of the offender.
> - Justice for the victim.
> - Respectful treatment for all involved.

Overview of Committees. Department progress is guided by five implementation committees, or groups. Each committee is at a different stage of development based on their assigned tasks.

- **Group One—Assessment and Case Planning.** The assessment and case planning group continues to review appropriate tools to guide practice and service delivery. Risk/needs assessment and case planning can impact accountability, competency development, and community safety interventions. An effective risk/needs tool can predict each offender's risk to recidivate, identify the target areas of treatment and interventions, and assist in holding offenders accountable to the victim and community.

  The completed risk/needs assessment will direct case planning in each of the areas of restorative justice.

- **Group Two—Intake Support.** The intake support group launched a pilot project to mainstream the intake process. Presently, there are two intake specialists, located in the county's Apple Valley office and the Hastings office. Their role is to provide more efficient service by shortening client waiting time and eliminating the need to meet with a probation officer. This process allows the intake probation officers more time on the most serious high-risk cases.

- **Group Three—Community Work Service.** The primary focus of the community work service implementation committee is the development of revenue-producing community work service projects that will support the development of additional projects that are "good for the soul." Such projects will target community needs similar to those addressed by Habitat for Humanity. In addition to teaching transferable skills, community work service often provides a vehicle for empathy development by exposing the youth to work that helps others in need. Projects now under development include chore services and woodworking. Obstacles and barriers that must

be addressed with revenue-producing community work service include:

- ◇ Generating enough funds to have the project become self-sufficient.
- ◇ Ensuring appropriate supervision as a means to avoid problems or liabilities.
- ◇ Eliciting business community "buy-in" to avoid having the project viewed as a threat to their own revenue.
- ◇ Avoiding interference with public/private employment opportunities, either union or non-union, whether the interference is perceived or real.
- ◇ Identifying a worksite/space.
- ◇ Establishing a relationship with the community that is strong enough to engender a comfort level for offender-provided chore services.
- ◇ Maintaining a group of qualified offenders large enough to meet the demands of the services being provided.

- ◆ **Group Four—Victim Restoration Unit.** The victim restoration unit is responsible for determining restitution, arranging victim-offender meetings, and providing information, support, and referrals to victims. The unit is also tasked with enhancing the department's awareness of victim issues.

- ◆ **Group Five—Restorative Justice Marketing/Financing Committee.** The restorative justice marketing/financing committee was formed to:
  - ◇ Examine grant funding and the development of a restorative justice foundation.
  - ◇ Elicit input from staff to identify needed community supports, with the goal of facilitating the positive adjustment of their clients in the community.
  - ◇ Explore business partnership with other community-based agencies.
  - ◇ Plan and implement communications strategies to keep staff and stakeholders informed about how BARJ is progressing in Dakota County.

The first edition of the department's *Restorative Justice Reporter* was distributed in November 1995. The purpose of the newsletter is to facilitate the flow of restorative justice information and to recognize the work of the department staff.

Organizational Change: Eliciting Staff Support

The timeline for implementing restorative justice proceeded through five phases of development:

- ◆ **Phase I: Information.** Key staff presented concept (mid-1993 to March 1994).
- ◆ **Phase II: Organization.** Action groups were developed that represent each area of restorative justice—accountability, competency development, community safety (January 1994). Mission group was developed (January 1994).
- ◆ **Phase III: Vision.** Key people presented recommendations of each action group (September 1994).
- ◆ **Phase IV: Action.** The mission group presented three possible mission statements at all-staff meeting (December 1994). Restorative justice implementation committees were developed (January 1995).
- ◆ **Phase V: Implementation.** Mission was adopted (October 1995). Restorative justice mission and logo were developed. Completion of the mission statement was celebrated (January 1996). Strategies for cognitive behavioral interventions for competency development were presented (January 1996).

Major Strength of the Organizational Change Process in Dakota County. The major strength in this organizational change process was the use of all-day training sessions with national consultants who were credible and knowledgeable and had made similar departmental changes in regard to restorative justice principles and practices. In addition, the entire department was encouraged to participate in this collaborative effort. Approximately 80 percent of the department currently supports restorative justice practices.

Plans for Strengthening Weak Areas. The plan currently is to continue strengthening staff support of restorative justice through continued education, training, and support, with a primary focus on competency development. In that area, probation staff participated in implementing cognitive behavioral interventions with offenders with the overall goal of reducing recidivism. To support that process, staff will continue to participate in skill-development trainings.

Implications for Other Jurisdictions

Developing and implementing restorative justice is a challenging task that requires commitment to a long journey, which allows sufficient time for staff to process their concerns and offer input. Success depends on clear and specific goals and collaboration among staff. In addition, it requires the involvement of other systems that are impacted by changes made in the correctional department.

Department of Juvenile Justice, Palm Beach County, FL: Expanding the Victim Component

Overview of the Palm Beach County Restorative Justice Effort

Palm Beach County is the third most populated county in the State of Florida. Between 1980 and 1990, the county grew by nearly 50 percent. The population age 19 and under is projected to increase 32 percent from 1990 to the year 2000. In 1990, the population age 19 and under was 75.8 percent Caucasian, 22.5 percent African American, and 1.6 percent other races. A total of 11.2 percent of this population was reported to be of Hispanic origin.

Palm Beach County's involvement in the BARJ effort began in 1995 with the hiring of a new juvenile justice manager. He brought the BARJ mission and philosophy to the county's district IX system. He began by educating the major stakeholders—judges, staff, public defenders, case managers, and the State's attorney. In 1995, Palm Beach County was selected as a pilot site for the national BARJ Project. Since then, district IX has worked to institutionalize a balanced approach to restorative justice throughout the county's juvenile justice system. This effort has required collaboration between case management and residential facility staff, community activists, the nonprofit sector, law enforcement, victim-services providers, the court system (i.e., judges, public defenders, and State's attorneys), local businesses, and other government entities.

Three basic strategies have been used to build the system's capacity to actualize the three components of restorative justice. First, the district IX administration and the BARJ site coordinator have worked to develop partnerships and system infrastructure that support the translation of BARJ philosophies into programmatic activities. Education of key stakeholders in the district has also required continued dialogue, debate, and forums for continued communication on district activities. Finally, much effort has been expended on developing resources such as leadership talent among the staff and new funding sources to support new restorative initiatives.

Palm Beach County Within the Context of the Larger Balanced and Restorative Justice Effort

Accountability. Accountability in juvenile justice requires balanced attention among victims, communities, and offenders. It also requires that juvenile offenders be held accountable to the persons who were directly injured by their delinquent activity and to communities that suffer when these youthful offenders do not participate as productive citizens. Accountability in juvenile justice also includes holding the community accountable to its young people. The community-at-large is responsible for providing its youth with structures and opportunities that teach them how to be productive, successful members of society and how to get what they need without hurting others. Communities must also provide youth with opportunities to practice the skills they learned.

Responsiveness to the victims of juvenile crime was perhaps the most neglected aspect of restorative justice in the county. Similar to most juvenile justice systems in this country, juvenile justice in Palm Beach County allotted relatively little attention to

the victims of juvenile crime and, in some cases, sought to avoid victims altogether. District IX has worked to address this area of weakness.

Competency Development. In the area of competency development, efforts have been made to move from traditional types of community service toward youth development projects. In the past, community service has involved picking up trash, writing essays, stuffing envelopes, and, in some cases, showing up with shovels. However, rarely has completion of community service hours required the youth to show up with lively and active minds.

District IX is developing its infrastructure to support youth development projects that provide youth with the opportunity to learn marketable skills, earn money for restitution, and act as responsible members of their communities. For example, the Loxahatchee project is providing the opportunity for young men from a residential facility to work in a wildlife refuge and learn about environmental planning and management. Youth involved in the project have also earned money to pay restitution and, where relevant, child support through a partnership with the U.S. Department of the Interior U.S. Fish and Wildlife Service.

District IX received two grant awards to support service projects for first- and second-degree misdemeanants. The projects are modeled after a national crime prevention program called "Youth as Resources," which involves youth in the conceptualization, planning, and management of community service projects. Two community-based organizations and one civic organization provide adult supervision for the projects. District IX supports existing organizations that want to work with the community's young people.

Community Safety. The Exodus project at Palm Beach County's Glades Glen Apartment complex involves onsite support services. A department of juvenile justice delinquency counselor has offices at the apartment complex. Youth under juvenile justice supervision report for afterschool activities between 3:30 p.m. and 7 p.m. Activities include tutorial programs, computer labs, individual and group counseling sessions, employability skills development, and recreational activities. The project supervisor is also working with the local private industry council to provide work opportunities so that restitution is paid. Certain youth will receive Red Cross training and certification in child care in order to operate a babysitting program within the complex.

Other juvenile justice case management units make regular presentations on crime prevention and the consequences of crime to the elementary and middle schools. One case manager provides crisis intervention/anger control training to teachers, parents, and students at a local school. Counselors, under the direction of a case management supervisor, visit at least once per week with local school administrators to monitor youth on community control and participate in an early warning program designed to identify at-risk young people. A supervisor and project staff assist school staff on a regular basis during the lunch period. These efforts represent effective partnerships and mutually beneficial relationships between the educational community and district IX.

Case Study: Expanding the Victim Component

District IX has worked to open new lines of communication with victims and victim services advocates and providers. In November 1995, all members of the Victims Coalition of Palm Beach County were invited to a roundtable discussion of victim issues. Victim advocates shared their concerns regarding victim rights and will continue to provide a victim's perspective on policy decisions.

In early December 1995, case management units and residential facility staff participated in victim-awareness training based on the work of the National Organization for Victim Assistance. One goal of the district administration is to develop an organizational culture that is sensitive and responsive to victim needs. Case management counselors and all facility staff are encouraged to be "the voice of victims" when they speak to offenders, not allowing offenders to depersonalize the victims of their crimes and educating offenders on the tremendous impact their actions have on innocent lives.

Two residential facilities participated actively in the victim-awareness training, and they are working to update victim-awareness curriculums developed for

offenders. Facility staff collect newspaper stories, educational material, and case scenarios on victimization as the basis for group discussion. District IX is collaborating with the Giddings State School in Texas to both update and streamline training material that may be used for juvenile institutions nationally and develop a questionnaire that will help measure offender improvements in victim sensitivity. Efforts have built on earlier work by Ohio's Buckeye Training Program.

In addition, district IX is working with the office of the State's attorney, residential facilities, and the contracted clinical overlay staff of the local parent-child center to institutionalize a victim-dialogue program. The Palm Beach Youth Center, a maximum security facility for committed juvenile offenders, has independently had crime victims, including drunk-driving victims, speak at the facility since 1993. The State's attorney's office agreed to send out notification of the program when cases are closed out, except when deemed not in the best interest of the crime victim. Victims of juvenile crime are provided the opportunity to tell their stories through letters and victim impact panels. The clinical staff at the Youth Center are responsible for screening and preparing participants for the victim impact panels, in addition to working with facility staff and offenders to maximize the impact of the panel presentations. Youth Center staff work to provide victims with a sense of security and care when they visit the facilities.

The weak link in these efforts is direct victim involvement. Since early November 1995, notices have been sent to victims to enlist their involvement, with little response. As a result, both case management and facility staff have been asked to invite victims of juvenile crime that they know to participate. By asking only individuals that staff know, it is hoped that the process will avoid revictimizing victims. The program also has plans to advertise on public access television.

Implications for Other Jurisdictions

The following are considerations for incorporating victim impact panels and victim awareness into facility programs:

- Facility staff must be sold on the idea of victim impact panels, because they will be responsible for the necessary ongoing work with offenders.
- Staff should be trained to spot possible reactions (e.g., the victim stance (by offender), closed-channel thinking, and sentimentality). Role-playing is an appropriate training tool in these cases.
- Staff need training on victim issues so that victim awareness and sensitivity become an organizational norm and part of the organizational culture.
- Staff must be provided followup training after experiencing several victim impact panels to debrief, answer questions, and reinforce key points.

Community Intensive Supervision Project (CISP), Allegheny County Juvenile Court Services, Pittsburgh, PA: Involvement of the Community

Overview of CISP

CISP began in June 1990 as a component of Allegheny County Juvenile Court Services. CISP is governed by the court of common pleas, family division–juvenile section under the direction of the director of juvenile court services. CISP's purpose is to provide an alternative to institutionalization for youth under court supervision who continue to commit delinquent acts. A community-based program, CISP uses highly structured supervision and scheduling to control behavior.

The program began with three centers in Pittsburgh neighborhoods. A fourth was added in April 1994, and a fifth opened in 1996.

Key elements of the program are:

- Required school attendance.
- Required attendance at the neighborhood CISP center 7 days a week from 4 p.m. to approximately 9 p.m.
- Electronic monitoring.

- Drug and alcohol testing.
- Required community service.
- Family counseling and support.

CISP Within the Context of the Larger Balanced and Restorative Justice Effort

Although not designed specifically around BARJ principles, CISP incorporated aspects of the BARJ approach from its inception, thus making the program's transition to becoming a BARJ Model site relatively smooth. Consistent with BARJ practices, project design emphasized achieving community safety without using secure custody. The program uses a comprehensive approach to monitoring and structuring activities in the community to ensure that the juveniles involved will not reoffend while in the program. Also consistent with BARJ practices, the program was designed with a strong emphasis on having juveniles maintain ties to their community. Juveniles at each center are residents of the neighborhood where the center is located, and most staff are from the same neighborhood.

Although the project included education and treatment from its inception, the conceptualization of those components has been altered by involvement in the BARJ Project. For example, BARJ training and technical assistance helped staff discern potential in the juveniles with whom they worked. They evolved from thinking of things to do to the youth (i.e., to "fix" them) to things the youth could do for themselves and others. Staff began to recognize the youth's skills. In the drug and alcohol treatment component, instead of viewing juveniles as recipients of information needed to make better choices, staff view youth as potential teachers who can become involved in wider community prevention efforts.

The most visible changes have occurred in the area of accountability to victims. Restitution has become a much higher priority as a result of involvement in the BARJ Project. However, more work is needed to increase victim awareness and involvement in the process of holding offenders accountable. These are the areas where CISP is setting new expectations and priorities to facilitate movement toward a more balanced and restorative system. Accountability to communities through community service is well established at all CISP sites. However, more work is needed to increase community involvement and a sense of community ownership in some sites. In general, BARJ has helped CISP expand its objectives from primarily those focused on community safety to additional goals that focus on accountability and competency development to weave all three strands together.

CISP Strengths Related to the Balanced and Restorative Justice Approach

- **Accountability.** Every offense causes harm to the fabric of a community. Therefore, one important aspect of accountability involves making amends to the community. Fulfilling that obligation is a strong component of the program. Each participating juvenile offender is involved in numerous community service activities that are valued by the community and that place the juvenile in a position of making a contribution to the community. Several community service projects in all five CISP centers are now considered a regular service to these communities. Projects include painting homes for low-income, elderly, or disabled community members; recycling old telephone books; tutoring younger children at a local reading center; removing graffiti from neighborhood walls; cleaning vacant lots; shoveling snow for neighborhood business residents; registering voters in a "Get Out To Vote" project; assisting at the community Christmas party; planting a garden in a once blighted lot; maintaining yards for elderly persons; and assisting with bulk mailings for community organizations.
- **Competency Development.** CISP incorporates strong competency development elements in its program. CISP youth are required to attend school, and their progress is monitored. CISP centers emphasize completing homework each day and provide support through computers, tutors, and quiet places to work. Many of the community service projects build competencies

that are valuable for functioning in the community. For example, the gardening project involves planning and gardening skills and cooperation. Paint Your Heart Out activities involve painting and teamwork skills and good work habits. Assistance in organizing and conducting community events develops planning, organization, and interpersonal relationship skills. CISP's drug and alcohol program is enlisting the juveniles as teachers who can take prevention messages to the community.

- **Community Safety.** CISP effectively addresses community safety needs while keeping juveniles physically in the community through a comprehensive approach to structuring time and monitoring. All juveniles are required to attend school during the week and are required to attend the CISP center 7 days a week. During those times, the youth are under constant adult supervision, which severely restricts their opportunities to commit crimes and thus protects the community from new offenses. The juveniles are also on electronic monitoring at all times. Phone checks are made at night to ensure that participants are at home. CISP staff visit schools daily to ensure attendance at school. Random testing for drugs and alcohol reinforces the prohibition on use of chemicals, thus reducing one of the major risk factors for reoffending.

- **Other Strengths Related to Restorative Justice Principles.** CISP has been extraordinarily successful at staffing its program with people who live in the neighborhood served by the center. Juvenile participants are largely African-American, and the staff are nearly all African-American. The staff truly understand the youth's circumstances of living and are a part of their familiar world. Therefore, the program is grounded in a reality base and ties to the community through its staff.

Case Study: Building Links With Neighborhoods and Community Residents

One major change implicit in shifting to a more balanced and restorative system is a change in the relationship between the juvenile justice system and the community. The CISP experience exemplifies both the potential and the challenges of creating new links with communities in a new relationship.

In the BARJ Model, community ownership of the problem of delinquency and community commitment are critical to being a part of the solution. In most jurisdictions today, communities send youthful offenders to the juvenile system to get rid of them. Communities expect the system to "fix" the juveniles or to keep them away forever. However, the system cannot "fix" juveniles without reference to the context of community, nor can it simply banish youth forever.

The CISP sites experience varying degrees of community support and commitment to being part of the solution. For example, the Garfield Center has an exemplary relationship with the Bloomfield-Garfield Corporation (BGC), a neighborhood-based community development group that constructs brick and mortar projects and also actively promotes youth development. BGC's director believes that these young people are part of the community and a resource to the organization and the neighborhood and refers to them as "extended staff." BGC involves juveniles in multiple activities, including community service, participation in community events, job opportunities, and community forums and media interviews. BGC defends CISP against community criticism and advocates in the community for the youth who are involved in the program. BGC consciously incorporates a role for CISP youth in its proposals. For example, a Get Out To Vote project included 10 paid positions for CISP youth to do the canvassing work. A BGC construction proposal included a component to introduce six youth to the construction trades through experience with the contractor. BGC treats CISP youth as an integral part of the community and actively seeks ways to involve them in BGC activities.

BGC support is contingent on the program serving youth from the neighborhood. If the program was simply located in the neighborhood but served the entire city, BGC would be much less likely to view the youth as its responsibility. The strong relationship between the Garfield Center and BGC was

initiated by BGC, although with concerns. BGC's director had seen a newspaper article about a new program that was to be placed in the neighborhood and wondered why BGC had not been involved or informed. The director immediately contacted all whose names were in the article and asked questions about the program. After extensive research, she concluded that not only could BGC support the program, but working with CISP would fit BGC's mission.

Although the initial interaction between BGC and CISP held the potential to be adversarial, CISP responded cooperatively, provided information, and listened to concerns. That response opened the door to a long-term positive relationship. The Garfield Center's supervisor serves on BGC's board of directors. Further, based on that positive experience, the Garfield Center developed mutually beneficial relationships with other community organizations.

Nevertheless, at other CISP centers it has been more difficult to establish the program as an integral part of the community. However, the Hill Center took advantage of an opportunity provided by a resident who offered to help the juveniles develop a garden on a vacant lot. That project has provided a foundation for positive membership in the community by the program.

Implications for Other Jurisdictions

Critical lessons learned from the CISP experience:

- Neighborhood programs that serve neighborhood juveniles have a much better chance of gaining support than programs serving juveniles from other neighborhoods.
- Neighborhood relationships are strengthened by drawing staff from the neighborhood.
- It is important to involve key neighborhood groups or individuals at the program's earliest planning stages to develop ownership.
- Respectful responses to initial adversity can transform relationships into positive ones.
- Opportunities to build relationships in the community may come in a variety of forms. It is important to remain flexible and able to respond to overtures from community members.
- Community organizations can be the source of creative opportunities for the juveniles.
- Community organizations can begin to view these juveniles as assets to the community.
- Community service projects provide a way to build credibility with the community. The first step in that process is asking the community for input.

Bumps in the Road: Issues and Challenges

Each pilot site has experienced significant change as it carves a path toward a more balanced and restorative system. Progress along the path raises new issues and challenges.

In CISP, difficult questions have arisen regarding exit from the program.

Although CISP has been successful at managing the behavior of the juveniles; keeping them in school, scheduled, and off drugs and alcohol; and giving them constructive roles in the community through community service, the juvenile and his or her parents may have come to rely on the program to control the juvenile's behavior. How does that control get transferred back to the parent? Who can the juvenile turn to in the community for support? Staff report that some parents dread the program's conclusion because the structure and control have been beneficial, and the parents may feel unable to provide these essential ingredients themselves. Can the community be engaged in the program in a way that continues after the juvenile leaves the program?

At the Dakota County site, there is tension between the sense that things are moving too slowly and the sense that they are moving much too quickly.

The value-driven nature of the BARJ approach engages some people at a deep emotional level. It may connect with a person's spirituality in a way that energizes and motivates that person to want to move quickly to the vision. Others may not share

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that passion and wish to move cautiously, easing into new practices and behavior. Some staff may feel frustrated by the slow pace while others may feel unable to get their bearings because the change is so rapid. Can an organization maintain the energy of the enthusiastic staff without alienating the more cautious staff?

The Palm Beach site has succeeded in increasing awareness of victim issues within juvenile justice practice. Will that effort continue?

Staff have embraced the goal of increasing offender awareness of victim impact through the victim impact panels. Through working with victim advocates, the staff began to notify victims of the possibility of participating on these panels but were disappointed by the lack of response from victims. Enormous patience is required in implementing new approaches involving victims. Past experience with the justice system often prompts great wariness among victims. The length of time since the offense may discourage victim involvement. Many victims may simply never wish to interact with juvenile offenders. All of these complicate the process of involving victims. Will juvenile justice practitioners be willing to persist in finding solutions to these barriers and to build relationships over a long period of time with victims and victim advocates? To address this barrier, the Palm Beach site is encouraging staff to invite known victims, including staff members who have been victimized themselves, to participate on victim impact panels.

Comprehensive involvement of victims in planning and implementation has not yet been accomplished in the BARJ sites. Inertia, longstanding habits, uncertainty about how to involve victims, and a lack of knowledge about victimization are all challenges to overcome. Although awareness is growing, much remains to be done to achieve the full participation called for in the Balanced and Restorative Justice Model.

For more information about the Balanced and Restorative Justice pilot sites, contact:

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Dakota County Community Corrections
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1560 West Highway 55
Hastings, MN 55033
612–438–8290
612–438–8340 (Fax)

Greg Johnson, Juvenile Justice Manager
Department of Juvenile Justice
111 Georgia Avenue, Room 309
West Palm Beach, FL 33401
407–837–5135
407–837–5141 (Fax)

George Kinder, CISP Program Coordinator
519 Pennsylvania Avenue
Pittsburgh, PA 15221
412–243–6886
412–243–6590 (Fax)

Appendix A: For More Information

Organizations

Balanced and Restorative Justice Project

A joint project of the Center for Restorative Justice & Mediation, School of Social Work, University of Minnesota, and the Community Justice Institute, College of Urban and Public Affairs, Florida Atlantic University, funded by the Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice, Grant 95–JN–FX–0024.

Community Justice Institute

Florida Atlantic University
College of Urban and Public Affairs
University Tower, Room 612C
220 East Second Avenue
Fort Lauderdale, FL 33301
954–762–5668
954–762–5693 (Fax)
E-Mail: bazemor@acc.fau.edu
Contact: Gordon Bazemore, Director

Center for Restorative Justice & Mediation

University of Minnesota, School of Social Work
386 McNeal Hall
1985 Buford Avenue
St. Paul, MN 55108–6144
612–624–4923
612–625–8224 (Fax)
E-Mail: ctr4rjm@che2.che.umn.edu
Internet: ssw.che.umn.edu/ctr4rjm
Newsletter: *Balanced and Restorative Justice Project Update*

National Restorative Justice Training Institute

Contact: Mark Umbreit, Director

American Probation and Parole Association

P.O. Box 11910
Lexington, KY 40578
606–244–8203
E-Mail: appa@csg.org
Internet: www.appa-net.org
Journal: *Perspectives*

American Youth Policy Forum

1001 Connecticut Avenue NW., Suite 719
Washington, DC 20036–5541
202–775–9731
E-Mail: aypf@aypf
Internet: www.aypf.org

Campaign for Equity-Restorative Justice

111 High Street
Brattleboro, VT 05301
802–254–2826
E-Mail: jwlmrdng@sover.net
Internet: www.cerj.org

Center for Peacemaking and Conflict Studies

Fresno Pacific University
1717 South Chestnut Avenue
Fresno, CA 93702
209–453–2064
209–252–4800 (Fax)
Internet: www.fresno.edu/pacs

Center for Youth Development and Policy Research

Academy for Educational Development
1875 Connecticut Avenue NW., Suite 900
Washington, DC 20009
202–862–1267
E-Mail: cyd@aed.org
Internet: www.aed.org

Church Council on Justice & Corrections

507 Bank Street
Ottawa, Ontario K2P 1Z5
Canada
613–563–1688

Coalition for Juvenile Justice

1211 Connecticut Avenue NW., Suite 414
Washington, DC 20036
202–467–0864
202–887–0738 (Fax)
E-Mail: JuvJustice@aol.com
Internet: www.nassembly.org/html/mem_cji.html
Newsletter: *Juvenile Justice Monitor*

Community Policing Consortium

1726 M Street NW., Suite 801
Washington, DC 20036
800–833–3085
202–530–0639 (Publications)
202–833–9295 (Fax)
E-Mail: nsapubs@communitypolicing.org
Internet: www.communitypolicing.org
Newsletter: *Community Policing Exchange*

Conflict Transformation Program

Eastern Mennonite University
1200 Park Road
Harrisonburg, VA 22802–2462
540–432–4490
E-Mail: ctprogram@emu.edu
Internet: www.emu.edu/units/ctp/highligh.htm

Correctional Options

103 South Main Street
Waterbury, VT 05671–1001
802–241–2796
E-Mail: mdooley@doc.state.vt.us

Family and Corrections Network

32 Oak Grove Road
Palmyra, VA 22963
804–589–3036
804–589–6520 (Fax)
E-Mail: fcn@cstone.net
Internet: www.fcnetwork.org
Newsletter: *Family and Corrections Network Report*

Genesee Justice Program/Victim Assistance Program

Genesee County Sheriff's Department
County Building 1
Batavia, NY 14020
716–344–2550, ext. 2216

Institute for Economic & Restorative Justice

P.O. Box 262
Voorheesville, NY 12186
518–765–2468
E-Mail: gzellig@global2000.net

Justice Fellowship

P.O. Box 16069
Washington, DC 20041–6069
703–904–7312
Newsletter: *Justice Report*

Mennonite Central Committee, Canada

Victim Offender Ministries
P.O. Box 2038
Clearbrook, British Columbia V2T 3T8
Canada
604–850–6639
604–850–8734 (Fax)
E-Mail: mccbcvom@web.apc.org
Newsletter: *Accord*

Mennonite Central Committee, U.S.

Office of Community Justice
P.O. Box 500
21 South 12th Street
Akron, PA 17501
717–859–3889
E-Mail: mailbox@mcc.org
Internet: www.mennonitecc.ca/mcc/
Journal: *Conciliation Quarterly*

Mothers Against Drunk Driving (MADD)

P.O. Box 541688
Dallas, TX 75354–1688
800–GET–MADD (800–438–6233)
E-Mail: info@madd.org
Internet: www.madd.org

Murder Victims' Families for Reconciliation

P.O. Box 208
Atlantic, VA 23303–0208
757–824–0948
Internet: members.aol.com/fcadp/archives/mvfr.htm

National Center for Conflict Resolution Education

110 West Main Street
Urbana, IL 61801
800–308–9419
217–384–4322 (Fax)
E-Mail: info@nccre.org
Internet: www.nccre.org

National Council of Juvenile and Family Court Judges

P.O. Box 8970
Reno, NV 89507
or
Third Floor
1041 North Virginia Street
Reno, NV 89557
702–784–6012
Internet: www.ncjfcj.unr.edu
Journal: *Juvenile and Family Court Judges Journal*

National Service Learning Clearinghouse

University of Minnesota
Department of Work, Community, and Family
1954 Buford Avenue, Room R–460
St. Paul, MN 55108
800–808–SERV (800–808–7378)
612–625–6277 (Fax)
E-Mail: serve@tc.umn.edu
Internet: www.nicsl.coled.umn.edu

National Institute of Justice

810 Seventh Street NW.
Washington, DC 20531
202–307–2942
Journal: *National Institute of Justice Journal*
Internet: www.ojp.usdoj.gov/nij/

For NIJ journal and catalog, please contact:

National Criminal Justice Reference Service (NCJRS)
NCJRS User Services
Box 6000
Rockville, MD 20849–6000
800–851–3420
E-Mail: askncjrs@ncjrs.org
Internet: www.ncjrs.org/

National Organization for Victim Assistance (NOVA)

1757 Park Road NW.
Washington, DC 20010
800–TRY–NOVA (800–879–6682)
202–232–NOVA (202–232–6682)
202–462–2255 (Fax)
E-Mail: nova@try-nova.org
Internet: www.try-nova.org
Newsletter: *NOVA Newsletter*

National Resource Center for Youth Mediation

The New Mexico Center for Dispute Resolution
800 Park Avenue SW.
Albuquerque, NM 87102–3017
800–24YOUTH (800–249–6884)
505–247–0571
505–242–5966 (Fax)
E-Mail: nmcdr@igc.apc.org
Newsletter: *Dispute Resolution News*

National Resource Center for Youth Services

College of Continuing Education
University of Oklahoma
202 West Eighth Street
Tulsa, OK 74119–1419
800–274–2687 (Information Center)
E-Mail:hlock@ou.edu
Internet: www.nrcys.ou.edu/

National Victim Center

2111 Wilson Boulevard, Suite 300
Arlington, VA 22201
703–276–2880
Info-link: 800–FYI–CALL (800–394–2255)
(Information Line)
E-Mail: nvc@mail.nvc.org
Internet: www.nvc.org
Newsletter: *NetWorks*

National Youth As Resources Network

National Crime Prevention Council
1700 K Street NW., Eighth Floor
Washington, DC 20006–3817
202–466–6272
202–296–1356 (Fax)
E-Mail: farmbry@ncpc.org
Internet: www.ncpc.org
Contact: Maria T. Nagorski, Deputy Director

National Youth Leadership Council

1910 West Country Road B
St. Paul, MN 55113
800–FON–NYLC (800–366–6952)
651–631–3672
651–631–2955 (Fax)
E-Mail: nylcusa@aol.com
Internet: www.nylc.org

Neighbors Who Care

P.O. Box 16079
Washington, DC 20041
703–904–7311
E-Mail: Llampman@neighborswhocare.org
Internet: www.neighborswhocare.org

The Network: Interaction for Conflict Resolution

Conrad Grebel College
Waterloo, Ontario N2L 3G6
Canada
519–885–0880
519–885–0806 (Fax)
E-Mail: nicr@watserv1.uwaterloo.ca
Newsletter: *Interaction*
Internet: watserv1.uwaterloo.ca/~nicr/

Office for Victims of Crime (OVC)

810 Seventh Street NW., Eighth Floor
Washington, DC 20531
202–616–6573 or 202–307–5983
800–627–6872 (Clearinghouse)
Newsletter: *OVC Advocate: Advocating for the Fair Treatment of Crime Victims*
Internet: www.ojp.usdoj.gov/ovc/

Office of Juvenile Justice and Delinquency Prevention (OJJDP)

810 Seventh Street NW.
Washington, DC 20531
202–307–0751
800–638–8736 (Juvenile Justice Clearinghouse)
301–251–5212 (Fax)
800–638–8736 (Fax-on-Demand: Select 1 for automated ordering, select 2 for fax-on-demand instructions.)
Internet: www.ncjrs.org/ojjhome.htm
Journal: *Juvenile Justice*
Listserv: JUVJUST

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Box 6000
Rockville, MD 20849–6000
800–638–8736
E-Mail: askncjrs@ncjrs.org
Internet: www.ncjrs.org/ojjhome.htm

Presbyterian Criminal Justice Program

100 Witherspoon Street
Louisville, KY 40202–1396
502–569–5810
E-Mail: parti@pcusa.org
Contact: Kathy Lancaster
(Contact for "Restoring Justice" videotape.)
Newsletter: *Justice Jottings*

Public/Private Ventures

399 Market Street
Philadelphia, PA 19106
215–592–9099
Newsletter: *Public/Private Ventures News*

REALJUSTICE

P.O. Box 229
Bethlehem, PA 18016
610–807–9221
E-Mail: usa@realjustice.org
Internet: www.realjustice.org
Newsletter: *REALJUSTICE Forum: A family group conferencing newsletter*

Restorative Justice Association

Oregon Council on Crime & Delinquency
2530 Fairmount Boulevard
Eugene, OR 97403
541–484–2468
541–484–0729 (Fax)

Restorative Justice Initiative

Minnesota Department of Corrections
1450 Energy Park Drive, Suite 200
St. Paul, MN 55108–5219
651–642–0329
651–642–0457 (Fax)
Internet: www.corr.state.mn.us/
Newsletter: *Restorative Justice Newsletter*

Restorative Justice Institute

P.O. Box 16301
Washington, DC 20041–6301
703–404–1246
703–404–4213 (Fax)
E-Mail: grichardjd@aol.com
Newsletter: *Full Circle*

Restorative Justice Project

Fresno Pacific University
1717 South Chestnut Avenue
Fresno, CA 93702
209–453–2064
209–252–4800 (Fax)
E-Mail: pacs@fresno.edu
Internet: www.fresno.edu/pacs/rjp.html

Search Institute

Thresher Square West, Suite 210
700 South Third Street
Minneapolis, MN 55415-1138
800–888–7828
E-Mail: si@search-institute.org
Internet: www.search-institute.org
Magazine: *Assets*

Victim Offender Mediation Association (VOMA)

c/o Restorative Justice Institute
P.O. Box 16301
Washington, DC 20041–6301
703–404–1246
703–404–4213 (Fax)
E-Mail: voma@voma.org
Internet: www.voma.org
Newsletter: *VOMA Quarterly*

Victim Offender Reconciliation Program (VORP) Information and Resource Center

19813 Northeast 15th Street
Camas, WA 98607–7612
360–260–1551
360–260–1563 (Fax)
E-Mail: martyprice@vorp.com
Internet: www.vorp.com

YouthBuild USA

58 Day Street
P.O. Box 40322
Somerville, MA 02144
617–623–9900
E-Mail: webmaster@youthbuild.org
Internet: www.youthbuild.org
Newsletter: *The YouthBuild Bulletin*

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Community Corrections Report
Civic Research Institute, Inc.
P.O. Box 585
4490 Route 27
Kingston, NJ 08528

Crime Victim Report
Civic Research Institute, Inc.
P.O. Box 585
4490 Route 27
Kingston, NJ 08528

Juvenile Justice Update
Civic Research Institute, Inc.
P.O. Box 585
4490 Route 27
Kingston, NJ 08528

Mediation Quarterly
(Sponsored by the Academy of Family Mediators)
To order, contact:
Customer Service
Jossey-Bass, Inc., Publishers
San Francisco, CA 94104
415–433–1767

Overcrowded Times: Solving the Prison Problem
(Periodical)
Castine Research Corporation
P.O. Box 110
Castine, ME 04421
207–326–9521

Standards of Mediation/Dialogue Practice

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REAL JUSTICE (family group conferencing), P.O. Box 229, Bethlehem, PA 18016, 610–807–9221, E-Mail: realjust@aol.com (Training manuals, videos, resources).

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Victim Offender Mediation Training Package. Community Justice Initiatives Association, 101–20678 Eastleigh Crescent, Langley, British Columbia, V3A 4C4, 604–534–5515.

Training Resources

RESTTA (Restitution Education, Specialized Training, and Technical Assistance Program) publications are available through the Juvenile Justice Clearinghouse, 800–638–8736, at no charge, unless otherwise noted:

Guide to Juvenile Restitution — NCJ 098466, $15.00

Juvenile Restitution Management Audit — NCJ 115215

Liability and Legal Issues in Juvenile Restitution — NCJ 115405

National Directory of Juvenile Restitution Programming — NCJ 105188

National Trends in Juvenile Restitution Programming — NCJ 115214

Accountability in Disposition for Juvenile Drug Offenders — NCJ 134224

Restitution and Juvenile Recidivism — NCJ 137774, *Out of Print*

The Restitution Experience in Youth Employment: A Monograph and Training Guide to Jobs Components — NCJ 115404

Restitution Improvement Curriculum: A Guidebook for Juvenile Restitution Workshop Planners — NCJ 110007, *Out of Print*

Victim-Offender Mediation in the Juvenile Justice System — NCJ 120976

Balanced and Restorative Justice Project Selected Readings Packet. Center for Restorative Justice and Mediation, University of Minnesota, School of Social Work, 386 McNeal Hall, 1985 Buford Avenue, St. Paul, MN 55108–6142.

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Silcox, H. 1995. *A How-to Guide to Reflection: Adding Cognitive Learning to Community Service Programs*. Holland, PA: Brighton Press, Inc., 64 Lempa Road, Holland, PA 18966, 215–357–5861.

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Umbreit, M.S. 1995. *Mediation of Criminal Conflict: An Assessment of Programs in Four Canadian Provinces*. St. Paul, MN: Center for Restorative Justice & Mediation, University of Minnesota.

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Umbreit, M.S., and Roberts, A.W. 1996. *Mediation of Criminal Conflict in England: An Assessment of Services in Coventry and Leeds*. St. Paul, MN: Center for Restorative Justice & Mediation, University of Minnesota.

Young, M. 1993. *Victim Assistance: Frontiers and Fundamentals*. Washington, DC: National Organization for Victim Assistance.

Videotapes

The following video resources, except where noted, are available for sale through:

Center for Restorative Justice & Mediation
University of Minnesota, School of Social Work
386 McNeal Hall
1985 Buford Avenue
St. Paul, MN 55108–6144
612–624–4923; 612–625–4288 (Fax)
E-Mail: ctr4rjm@che2.che.umn.edu

Dakota County Victim Offender Meeting Program
The victim-offender mediation process used by the Victim Offender Meeting Program at Dakota County (MN) Community Corrections Department, which uses trained community volunteers as mediators, is presented. Role-plays of premediation meetings with the offender and victim are presented, along with the actual mediation session.

Model of Entire Victim-Offender Mediation Process
Dr. Mark Umbreit models the entire victim-offender mediation process, including calling and meeting the offender, calling and meeting the victim, and conducting a followup victim-offender meeting. Excellent core training tape for role-playing the entire process. (80 minutes.)

Restorative Justice: A Victim Awareness Resource, "The Importance of Listening to Crime Victims"
Features the personal stories of three victims/survivors of crime that reveal how crime affects victims and their families. Stories are told by survivors of a home burglary, a car theft, and violent assault. Dr. Marlene A. Young, Executive Director of the National Organization for Victim Assistance, shares her thoughts on the importance of listening to victims of crime. Excellent resource for victim-offender dialogue and victim awareness training. (32 minutes.)

Restorative Justice: For Victims, Communities & Offenders*
Edited, shortened version of the Presbyterian Church USA's video *Restoring Justice*, which includes a new, brief presentation of what we have learned about the impact of restorative justice on victims, communities, and offenders. Specific program models are presented. Excellent resource for illustrating how restorative justice values and practices benefit crime victims, communities, and offenders. (25 minutes.)

Restorative Justice: Victim Empowerment Through Mediation & Dialogue*
Victim-offender mediation is briefly described, with an emphasis on the benefits for those victims who voluntarily choose to meet the offender. Comments by a diverse group of victims who have participated in mediation are presented, including their initial needs, what occurred in the mediation session, and their description of the benefits. Several key research findings are briefly highlighted. Excellent resource for gaining support from individual victims and victim advocates.

Victim-Offender Mediation Overview
A 6-minute video format explaining the victim-offender mediation concept and process. Produced by The Center for Victim-Offender Mediation of the Minnesota Citizens Council on Crime and Justice. Written by Dr. Mark Umbreit, the video follows a burglary case through the victim-offender mediation process and places local program efforts in the context of the growing network of victim-offender programs throughout the country. A basic resource for public presentations. (6 minutes.)

Victim-Offender Mediation Simulation
Simulation of a mediation session with an emphasis on modeling an empowering (nondirective) style of mediation. This tape is effective for presentations to groups or funding sources interested in learning more about victim-offender mediation. (28 minutes.)

Community Intensive Supervision Project (CISP)

CISP Video
This video highlights the features of a nonresidential supervision and treatment program for serious juvenile offenders. Family support and the building of personal relationships are discussed, along with a strong treatment program, educational achievement, and community restoration. (21 minutes.)

Project Success (CISP Community Garden)
CISP youth filmed this video, which documents a creative community service project—a community garden. The garden was planned and developed by youth at the CISP Project and the Hill District Community in Pittsburgh, PA. Through this project, youth developed key competencies while giving back to their community.

For information on these two videos, contact:

George Kinder, CISP Program Coordinator
CISP Project
519 Penn Avenue
Pittsburgh, PA 15221
412–243–6886
412–243–6590 (Fax)

*Available through University College, 315 Pillsbury Drive SE., 314 Nolte Center, Minneapolis, MN 55455–0139, 612–625–1855, 612–624–5891 (Fax).

Deschutes County, OR, Programs

Save Our Streets
A segment of FOX Television's "Save Our Streets" depicting the Deschutes County Juvenile Justice Program. Deschutes County, Bend, OR.

Deschutes National Forest

Deschutes County Adult Corrections Work Team Program
Video footage depicts activities in which work teams conduct restorative community work service.

For information on these three videos, contact:

Deborah Brockman
Department of Corrections
1128 NW. Harriman
Bend, OR 97701
541–385–1723

The Balanced Approach
Filmed and produced by juveniles who participated in the South Florida Youth Environment Service at the Loxahatchee Wildlife Refuge. This video describes the principles of balanced and restorative justice and illustrates positive competency development. For a copy, send a blank tape and return mailer, including postage, with a request for a copy of *The Balanced Approach* to:

Daryll Olson
Florida Department of Juvenile Justice
District 9
111 South Sapodillo Avenue, Suite 207
West Palm Beach, FL 33401

The Balanced Approach to Restorative Justice
The South Dakota Unified Judicial System presents its commitment to a more balanced and restorative approach to juvenile justice. This tape provides a very good overview of the BARJ model, with several examples of programs. To order, contact:

Video Production Services
325 East Dakota Avenue
Pierre, SD 57501

Circle Sentencing, Yukon Justice Experiment
Documentary on circle sentencing practiced in the Yukon, Canada. Judge Barry Stuart leads the application of circle sentencing practice based on the traditions of the native people (First Nation) of Canada. For a copy, please contact:

Northern Native Broadcasting, Yukon
4228A Fourth Avenue
Whitehorse, Yukon
Canada Y1A1K1
403–668–6332

Glimmer of Hope
This video presents the journey toward healing of the family of a young girl who was brutally kidnaped, raped, and killed. Produced by the National Film Board of Canada, this documentary about a family in Minnesota portrays many expressions of restorative justice, including mediated dialogue sessions with the involved offenders. Excellent resource to show how restorative justice principles were applied in one of the most serious crimes imaginable. (51 minutes.)

Films for the Humanities and Sciences
P.O. Box 2053
Princeton, NJ 08543–2053
800–257–5126
609–275–3767 (Fax)
E-Mail: custserve@films.com
Internet: www.films.com

Marked By Fire
Video and discussion guide, produced as a result of a mediated agreement between the survivors of an arson and the juveniles who set the fire. Also includes footage on the story of a young survivor of a different fire. Example of a productive outcome from victim-offender mediation and dialogue. Cost is $14.00, including shipping and handling. To order, contact:

Marked By Fire
Insurance Federation of Minnesota
55 East Fifth Street, Suite 750
St. Paul, MN 55101
612–292–1099
612–228–7369 (Fax)

Portrait of a Reconciliation
Victim-offender training video. (55 minutes.) $35 U.S. plus $5 shipping. Series of manuals and training package also available from:

Community Justice Initiatives Association
20678 Eastleigh Crescent, Suite 101
Langley, British Columbia V3A 4C4 Canada
604–534–5515 or 534–6773
604–534–6989 (Fax)
E-Mail: cjibc@axionet.com

Restoring Justice
Produced in 1996 by the National Council of Churches for broadcast on national television, *Restoring Justice* is one of the best videos available for explaining what restorative justice is and what it can mean for victims, community, and offenders. Program examples are excellent. Tape runs 50 minutes without commercial breaks. Available from:

Presbyterian Criminal Justice Program
100 Witherspoon Street
Louisville, KY 40202–1396
502–569–5810
Contact: Kathy Lancaster

Tough Justice—Family Group Conferencing, New Zealand
Video and resource kit available. (The resource kit includes the video.) To order contact:

Publications Coordinator
P.O. Box 24–005
Wellington, New Zealand
64–184–499–2928

Victim Impact Panel Program
Presents the concept of the victim impact panel in cases of drunk-driving crashes. Provides good material on how the panels work, how to set them up, and the effect on those experiencing them. (13 minutes.) Available from:

Mothers Against Drunk Driving (MADD)
P.O. Box 541688
Dallas, TX 75354–1688
800–GET–MADD

Pamphlets

Justice: The Restorative Vision, by Howard Zehr, Dan Van Ness, and M. Kay Harris (1989).

Mediating the Victim Offender Conflict, by Howard Zehr (1982).

Retributive Justice, Restorative Justice, by Howard Zehr (1985).

VORP Organizing: A Foundation in the Church, by Ron Claassen and Howard Zehr with Duane Ruth-Heffelbower (1989).

These pamphlets are available through:

Mennonite Central Committee
Office of Community Justice
P.O. Box 500
21 South 12th Street
Akron, PA 17501
717–859–3889

Bibliographic Resources

McCold, P. 1997. *Restorative Justice: An Annotated Bibliography*. Alliance of NGOs on Crime Prevention and Criminal Justice. Working Party on Restorative Justice. Monsey, NY: Criminal Justice Press.

Available through the National Criminal Justice Reference Service, 800–851–3420:

National Criminal Justice Reference Service. 1996. *Restorative/Community Justice: A Theoretical Perspective (Topical Search)*. #TS011686. 30 bibliographic citations from the NCJRS Abstract Database.

National Criminal Justice Reference Service. 1996. *Restorative/Community Justice: A Programmatic Perspective (Topical Bibliography)*. #TB010629. Up to 200 citations from the NCJRS Abstract Database.

Appendix B: Deschutes County Department of Community Justice Position Description

Position: Community Justice Officer
Reports To: Manager, Juvenile Division
Department: Community Justice

Summary

The community justice officer shall work to restore crime victims, promote safe and secure communities, and supervise and rehabilitate juvenile offenders. Work is performed within the framework of community/balanced and restorative justice, that is, addressing needs of juveniles and their families within the three primary areas of accountability, competency development, and public safety.

Nature and Scope

This is senior-level professional work that requires the application of specialized knowledge in the areas of dynamics of victimization, community organizing and development, and juvenile corrections. Work may be performed in stressful situations, occasionally during odd hours (e.g., evenings and weekends). Incumbents are expected to apply extensive knowledge of Federal, State, and local laws and regulations that apply to situations involving juveniles and their families. Tasks are governed by established policies, procedures, statutes, regulations, and general managerial direction. Incumbents exercise independent judgment when applying policies and procedures in vaguely defined situations. Decisions on search and seizure and detainment may require supervisory approval. Incumbents work under the supervision of the Manager, Juvenile Division. Errors in judgment may have significant impact on behavioral change and the legal aspects of the situation, violation of a juvenile's civil rights, public safety, and community relations. Judgmental errors may also expose the incumbent to potential physical harm from offenders.

Distinguishing Characteristics

The community justice officer is a professional counseling position associated with restoring crime victims, promoting safe and secure communities, and supervising and rehabilitating juvenile offenders. Supervision and rehabilitation of juvenile offenders incorporates community/balanced and restorative justice principles of accountability, competency development, and public safety.

Essential Responsibilities (May Include Any or All of the Following)

Responsibility to Victims

- Assess needs of victim to assist in determining victim-support services necessary for restoration.
- Receive and evaluate new referrals and refer appropriate cases to victim-offender mediation.
- Enforce compliance with and fulfillment of the Victim Offender Mediation Program requirements.
- Followup contact with victim to determine level of satisfaction with the department of community justice.
- Assist in holding offenders accountable to victims/community by supervising work teams of juvenile offenders performing restorative community work service.

Responsibility to Community

- Serve as a role model for youth in the community.
- Initiate, participate in, and support youth development and prevention activities that prevent crime and delinquency.
- Lead a work team of juvenile offenders assigned to restorative community work service. Ensure that community service projects are completed by overseeing and monitoring overall productivity and quality of work.
- Assist in conducting remote tracking of clients and documentation of client files.
- Prepare reports as required by the supervisor, including performance observations and behavior evaluations. May be required to testify on youth behavior in court proceedings.
- Provide client data to the Deschutes County Commission on Children and Families to assist in development of early intervention and prevention programs.
- Provide data to the Deschutes County Commission on Children and Families and participate in the planning process for the commission's comprehensive plan.
- Establish and maintain contacts with social service agencies and community organizations that may be able to provide assistance and rehabilitation to juvenile offenders.
- Whenever possible, refer younger siblings of juvenile offenders to community early intervention and prevention resources.
- Prepare and recommend the disposition of each case within established department priorities (i.e., victim-offender mediation, restorative community work service, and competency development program recommendations). If necessary, present to the court for official action.
- Propose and initiate restorative community work service projects and sites that enhance a sense of community.
- Provide advice and training for law enforcement agencies on matters pertaining to juveniles, determination of charges, and the appropriate method of dealing with each case.
- Perform other related duties as necessary to carry out the objectives of the position.

Responsibility to Offenders

- Ensure the safe work habits of offenders.
- Prioritize and organize the daily work schedule for a work team of juvenile offenders.
- Discipline youth according to established policy.
- Provide group supervision to youth in work and recreational activities.
- Transport offenders to work, recreation, or other locations.
- Conduct indepth assessment interviews with the juvenile and family to determine circumstances of the offense and to obtain information on matters such as financial status, employment history, and prior arrest records. Counsel juveniles on a one-on-one basis. Encourage family members to participate in the offender's rehabilitation and adjustment process. Maintain chronological records of the counseling and supervising sessions.
- Investigate the facts of each case and conduct personal interviews with juveniles, family members, schools, attorneys, social agencies, and other authorities as needed.
- Prepare documents and reports of findings for contested juvenile court hearings. Secure judicial time, consult with the district attorney, participate in pretrial conferences with defense attorneys, summon and interview witnesses, and make arrangements for presentation of evidence. Participate in the presentation of these cases as needed.
- Facilitate participation of juveniles and families (where appropriate) in programs that lead to the development of internal discipline to interrupt criminal behavior patterns (public safety).

- Facilitate participation of juveniles and families in victim-offender mediation (where appropriate) to ensure the highest level of accountability to victims. Initiate victim-support services if needed. Provide mediation outcome to the court when appropriate. Utilize restorative community work service sites and projects to ensure the highest level of accountability to the community (accountability).
- Facilitate participation of juveniles in programs that prepare them to become responsible citizens. Programs should address issues of education, job skill development and training, victim empathy, community-service commitment, and the establishment and practice of standards of acceptable behavior within the community (competency development).
- Refer juveniles to treatment programs, such as foster care, youth care centers, and institutions. Monitor progress of juveniles placed in these programs.

Qualifications

Knowledge and Skills

Position requires thorough understanding of the dynamics of victimization and the ability to communicate empathetically with crime victims. Requires thorough knowledge of community organizing and development. Requires thorough knowledge of delinquent behavior and family problems of juveniles. Working knowledge of the judicial system relating to Oregon's juvenile case law and the special requirements for working with other legal and social services agencies. Well-developed human relations, interviewing, counseling, and writing skills. Working command of the English language sufficient to prepare clear and meaningful reports, document work activities, and communicate effectively with work teams. Must have completed level 1 first aid and CPR training (which is specific to Deschutes County).

Experience and Training

Incumbents typically have a bachelor's degree in social work, sociology, criminology, corrections, or psychology and have 5 to 8 years of progressively responsible experience in delivering counseling services.

Abilities

Requires the ability to perform the various aspects of the job, including the following: ability to communicate effectively; ability to organize community activities that prevent crime and delinquency; ability to facilitate a counseling session and to prepare a disposition report; ability to teach interviewing and counseling skills; ability to work on call, possess a valid driver's license, and transport clients; and ability to render level 1 first aid and CPR.

Appendix C: Sample Disposition

Deschutes County
Department of Community Justice

Case Summary

Juvenile Name: John Smith

Juvenile Case No.: 96–999

DOB: 01–01–80

Juvenile Counselor: Bob LaCombe

Offense Description: Mr. Smith admits to illegally entering Mrs. Jones's vehicle and dismantling the ignition lock to start the car. Mr. Smith then drove the stolen car to a friend's home. The parents of Mr. Smith's friend telephoned the police, who apprehended Mr. Smith, without incident, as he attempted to leave the premises of his friend.

Disposition: The court hereby orders Mr. John Smith to complete the following conditions of probation: The court recognizes and greatly appreciates the input of Mrs. Jones, the victim of this crime. The term of probation is to be 18 months from this date. The court will entertain a motion to terminate this order from the department of community justice in the event Mr. Smith satisfactorily completes conditions prior to the completion of this probationary period.

Goal Requirements

Community Safety

1. Mr. Smith will complete a term of 30-days house arrest with exceptions granted only for school, approved skill groups, and work to earn restitution payments.
2. Mr. Smith will refrain from any law violations for a period of at least 90 concurrent days.
3. Mr. Smith will complete a 10-week theft talk class without absence.
4. Mr. Smith will meet with a neighborhood mentor once a week to discuss his schedule, activities, and progress on his plan.

Accountability

1. Restitution: Mr. Smith will pay Mrs. Jones $250 to reimburse her for the cost of repairing her vehicle ignition. He will also pay her $150 for the cost of replacing her car keys and replacing and rekeying her home door locks. These payments will be made at the rate of $25 per week. Upon completion of the payments, Mr. Smith will send a letter to Mrs. Jones describing what he has learned from this experience.

2. Community Service: Mr. Smith will work to earn the money to pay for five club antitheft devices. These devices will then be raffled at the senior citizen housing unit's annual holiday party. Mr. Smith will attend the party and present the devices to the winning seniors.

3. Understanding the Harm: Mr. Smith will attend and complete, without absence, the department of community justice victim empathy class.

Competency

1. Mr. Smith will enroll in the school district's career planning class and report to the court his plan, in writing, to pursue a career following high school completion.

2. Mr. Smith will lead a focus group discussion of juveniles who have committed auto theft to explore the motivations for auto theft and report the results at the annual crime-prevention coordinators meeting.

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Publications From OJJDP

OJJDP produces a variety of publications—Fact Sheets, Bulletins, Summaries, Reports, and the *Juvenile Justice* journal—along with videotapes, including broadcasts from the juvenile justice telecommunications initiative. Through OJJDP's Juvenile Justice Clearinghouse (JJC), these publications and other resources are as close as your phone, fax, computer, or mailbox.

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(Monday–Friday, 8:30 a.m.–7:00 p.m. ET)

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Fact Sheets and Bulletins are also available through Fax-on-Demand.

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In addition, JJC, through the National Criminal Justice Reference Service (NCJRS), is the repository for tens of thousands of criminal and juvenile justice publications and resources from around the world. They are abstracted and made available through a data base, which is searchable online (www.ncjrs.org/database.htm). You are also welcome to submit materials to JJC for inclusion in the data base.

The following list highlights popular and recently published OJJDP documents and videotapes, grouped by topical areas.

The *Office of Juvenile Justice and Delinquency Prevention Brochure* (1996, NCJ 144527 (23 pp.)) offers more information about the agency.

The OJJDP Publications List (BC000115) offers a complete list of OJJDP publications and is also available online.

OJJDP sponsors a teleconference initiative, and a flyer (LT 116) offers a complete list of videos available from these broadcasts.

Corrections and Detention

Beyond the Walls: Improving Conditions of Confinement for Youth in Custody. 1998, NCJ 164727 (116 pp.).

Boot Camps for Juvenile Offenders. 1997, NCJ 164258 (42 pp.).

Disproportionate Minority Confinement: 1997 Update. 1998, NCJ 170606 (12 pp.).

Juvenile Arrests 1996. 1997, NCJ 167578 (12 pp.).

Juvenile Court Statistics 1995. 1998, NCJ 170607 (112 pp.).

Courts

Offenders in Juvenile Court, 1995. 1997, NCJ 167885 (12 pp.).

RESTTA National Directory of Restitution and Community Service Programs. 1998, NCJ 166365 (500 pp.), $33.50.

Youth Courts: A National Movement Teleconference (Video). 1998, NCJ 171149 (120 min.), $17.00.

Delinquency Prevention

1997 Report to Congress: Title V Incentive Grants for Local Delinquency Prevention Programs. 1998, NCJ 170605 (71 pp.).

Allegheny County, PA: Mobilizing To Reduce Juvenile Crime. 1997, NCJ 165693 (12 pp.).

Combating Violence and Delinquency: The National Juvenile Justice Action Plan (Report). 1996, NCJ 157106 (200 pp.).

Combating Violence and Delinquency: The National Juvenile Justice Action Plan (Summary). 1996, NCJ 157105 (36 pp.).

Mentoring—A Proven Delinquency Prevention Strategy. 1997, NCJ 164834 (8 pp.).

Mentoring for Youth in Schools and Communities Teleconference (Video). 1997, NCJ 166376 (120 min.), $17.00.

Mobilizing Communities To Prevent Juvenile Crime. 1997, NCJ 165928 (8 pp.).

Reaching Out to Youth Out of the Education Mainstream. 1997, NCJ 163920 (12 pp.).

Serious and Violent Juvenile Offenders. 1998, NCJ 170027 (8 pp.).

Treating Serious Anti-Social Behavior in Youth: The MST Approach. 1997, NCJ 165151 (8 pp.).

The Youngest Delinquents: Offenders Under Age 15. 1997, NCJ 165256 (12 pp.).

Gangs

Gang Members and Delinquent Behavior. 1997, NCJ 165154 (6 pp.).

Youth Gangs: An Overview. 1998, NCJ 167249 (20 pp.).

Youth Gangs in America Teleconference (Video). 1997, NCJ 164937 (120 min.), $17.00.

General Juvenile Justice

Comprehensive Juvenile Justice in State Legislatures Teleconference (Video). 1998, NCJ 169593 (120 min.), $17.00.

Developmental Pathways in Boys' Disruptive and Delinquent Behavior. 1997, NCJ 165692 (20 pp.).

Exciting Internships: Work Today for a Better Tomorrow. 1998, NCJ 171696 (6 pp.).

Guidelines for the Screening of Persons Working With Children, the Elderly, and Individuals With Disabilities in Need of Support. 1998, NCJ 167248 (52 pp.).

Juvenile Justice, Volume III, Number 2. 1997, NCJ 165925 (32 pp.).

Juvenile Justice, Volume IV, Number 2. 1997, NCJ 166823 (28 pp.).

Juvenile Justice, Volume V, Number 1. 1998, NCJ 170025 (32 pp.).

Juvenile Justice Reform Initiatives in the States 1994–1996. 1997, NCJ 165697 (81 pp.).

A Juvenile Justice System for the 21st Century. 1998, NCJ 169726 (8 pp.).

Juvenile Offenders and Victims: 1997 Update on Violence. 1997, NCJ 165703 (32 pp.).

Juvenile Offenders and Victims: A National Report. 1995, NCJ 153569 (188 pp.).

Keeping Young People in School: Community Programs That Work. 1997, NCJ 162783 (12 pp.).

Sharing Information: A Guide to the Family Educational Rights and Privacy Act and Participation in Juvenile Justice Programs. 1997, NCJ 163705 (52 pp.).

Missing and Exploited Children

Court Appointed Special Advocates: A Voice for Abused and Neglected Children in Court. 1997, NCJ 164512 (4 pp.).

Federal Resources on Missing and Exploited Children: A Directory for Law Enforcement and Other Public and Private Agencies. 1997, NCJ 168962 (156 pp.).

In the Wake of Childhood Maltreatment. 1997, NCJ 165257 (16 pp.).

Portable Guides to Investigating Child Abuse: An Overview. 1997, NCJ 165153 (8 pp.).

Protecting Children Online Teleconference (Video). 1998, NCJ 170023 (120 min.), $17.00.

When Your Child Is Missing: A Family Survival Guide. 1998, NCJ 170022 (96 pp.).

Substance Abuse

Beyond the Bench: How Judges Can Help Reduce Juvenile DUI and Alcohol and Other Drug Violations (Video and discussion guide). 1996, NCJ 162357 (16 min.), $17.00.

Capacity Building for Juvenile Substance Abuse Treatment. 1997, NCJ 167251 (12 pp.).

The Coach's Playbook Against Drugs. 1998, NCJ 173393 (20 pp.).

Drug Identification and Testing in the Juvenile Justice System. 1998, NCJ 167889 (92 pp.).

Juvenile Offenders and Drug Treatment: Promising Approaches Teleconference (Video). 1997, NCJ 168617 (120 min.), $17.00.

Preventing Drug Abuse Among Youth Teleconference (Video). 1997, NCJ 165583 (120 min.), $17.00.

Violence and Victimization

Child Development–Community Policing: Partnership in a Climate of Violence. 1997, NCJ 164380 (8 pp.).

Combating Fear and Restoring Safety in Schools. 1998, NCJ 167888 (16 pp.).

Epidemiology of Serious Violence. 1997, NCJ 165152 (12 pp.).

Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders. 1995, NCJ 153681 (255 pp.).

Serious and Violent Juvenile Offenders: Risk Factors and Successful Interventions Teleconference (Video). 1998, NCJ 171286 (120 min.), $17.00.

State Legislative Responses to Violent Juvenile Crime: 1996–97 Update. 1998, NCJ 172835 (16 pp.).

White House Conference on School Safety: Causes and Prevention of Youth Violence Teleconference (Video). 1998, NCJ 173399 (240 min.), $17.00.

Youth in Action

Planning a Successful Crime Prevention Project. 1998, NCJ 170024 (28 pp.).

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97